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DEPARTMENT OF HIGHWAYS

HIGHWAY PLANNING & DESIGN PROCEDURES

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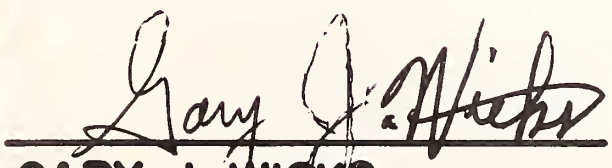
DEPARTMENT OF HIGHWAYS

HIGHWAY PLANNING & DESIGN PROCEDURES

MONTANA ACTION PLAN 1981



GARY J. WICKS
DIRECTOR OF HIGHWAYS

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THE MONTANA ACTION PLAN -- A SUMMARY

THE MONTANA ACTION PLAN is a narrative of the procedures the Montana Department of Highways follows to incorporate decision factors of social, economic and environmental significance involving outside groups and interests in its planning and design process.

The MONTANA ACTION PLAN involves other agencies (local, state, and federal), private groups, citizen committees, and impact identification and evaluation specialists in the entire spectrum of the highway planning and design process. Through participation, these "outside influences" become part of the decision-making process. Some of the more significant elements in the documented Montana highway planning and design procedures include:

. . . an impact identification group as a permanent interagency review group

. . . the position of impact identification coordinator within the Department to guide the progress of impact identification

. . . the impact evaluation team concept which provides for an interdisciplinary committee keyed to highway improvement projects and proposals

. . . an area transportation (3-C) operations plan

. . . early involvement of the public and other agencies in System Planning

. . . a project notification list for each project proposal as a principal step in increased public involvment

. . . early notifications to the public, particularly at beginning points in project formulation

. . . the designation of the Public Hearings Unit as the major public contact point for information on projects and proposals.

CHAPTER 1
AUTHORITY, POLICY, APPLICATION

1.1 AUTHORITY

The Department of Highways was created by the Executive Reorganization Act of 1971. The Governor, with Senate confirmation, selects a Director and board of Highway Commissioners. The Director serves as Department head and the Commission acts as a quasi-judicial board with its own duties and responsibilities.

Under provision of the Reorganization Act, the Director of Highways shall, among other duties:

(a) Supervise, direct, account for, organize, plan, administer, and execute the functions vested in the Department.

(b) Establish the policy the Department and employees will follow.

The Montana Highway Commission's duties and responsibilities are as follows:

(a) Selects highway routes
(b) Selects points of connection of those highways
(c) Designates Federal-Aid and state highway systems
(d) Abandons highways
(e) Designates control of access
(f) Lets contracts for construction
(g) Accepts work completed under contract
(h) Adopts rules for outdoor advertising
(i) Holds appellate hearings
(j) Sets local speed limits

In July of 1976 the Montana Department of Highways entered into a Certification Acceptance agreement with the Federal Highway Administration. Certification Acceptance allows certain actions to be taken by the State Department of Highways without Federal Highway Administration approval on a project by project basis.

The MONTANA ACTION PLAN defines a process for developing programs and projects and is an integral part of the Department's highway planning and design procedures. Under existing state statutes, the Department has the authority to institute procedures necessary to qualify for Federal-Aid.

1.2 POLICY STATEMENT

It is the policy of the Department of Highways to provide the people of Montana a safe and efficient system of highways.

. . . Full consideration will be given to economic, social and environmental factors in the planning and design of highway projects.

. . . Provisions for ensuring the consideration of economic, social and environmental factors will be incorporated in the decision-making process utilizing a systematic, interdisciplinary approach.

. . . Decisions on highway project planning and design will be made in the best overall public interest, taking into consideration the need for safe and efficient transportation, public services, and the cost of eliminating or minimizing possible adverse economic, social and environmental effects.

. . . The action plan concept will be viewed as a positive force which provides the Department the opportunity to better organize and expand its efforts in effective highway planning and design.

1.3 APPLICATION STATEMENT

The procedures established in the MONTANA ACTION PLAN are applicable in the planning and design of all "Federal-Aid" projects.

CHAPTER 2
ORGANIZATION

2.1 THE DEPARTMENT OF HIGHWAYS

2.1.1
Introduction

Responsibility for the MONTANA ACTION PLAN rests within the Department of Highways. To fully understand this responsibility, a knowledge of the organizational structure of the Department is needed. This section, therefore, describes the existing structure and the various functions within the structure which relate to highways.

The Department is responsible for the administration, planning, location, engineering, design, construction, maintenance and protection of the State's highway system, and the allocation of Federal Aid Highway Funds to local governments.

The chief highway administrative officer of the State is the Director of Highways, appointed by the Governor. He is responsible for the overall direction of the Department. He appoints employees to the various divisions, bureaus, sections and units, and delegates authority to them.

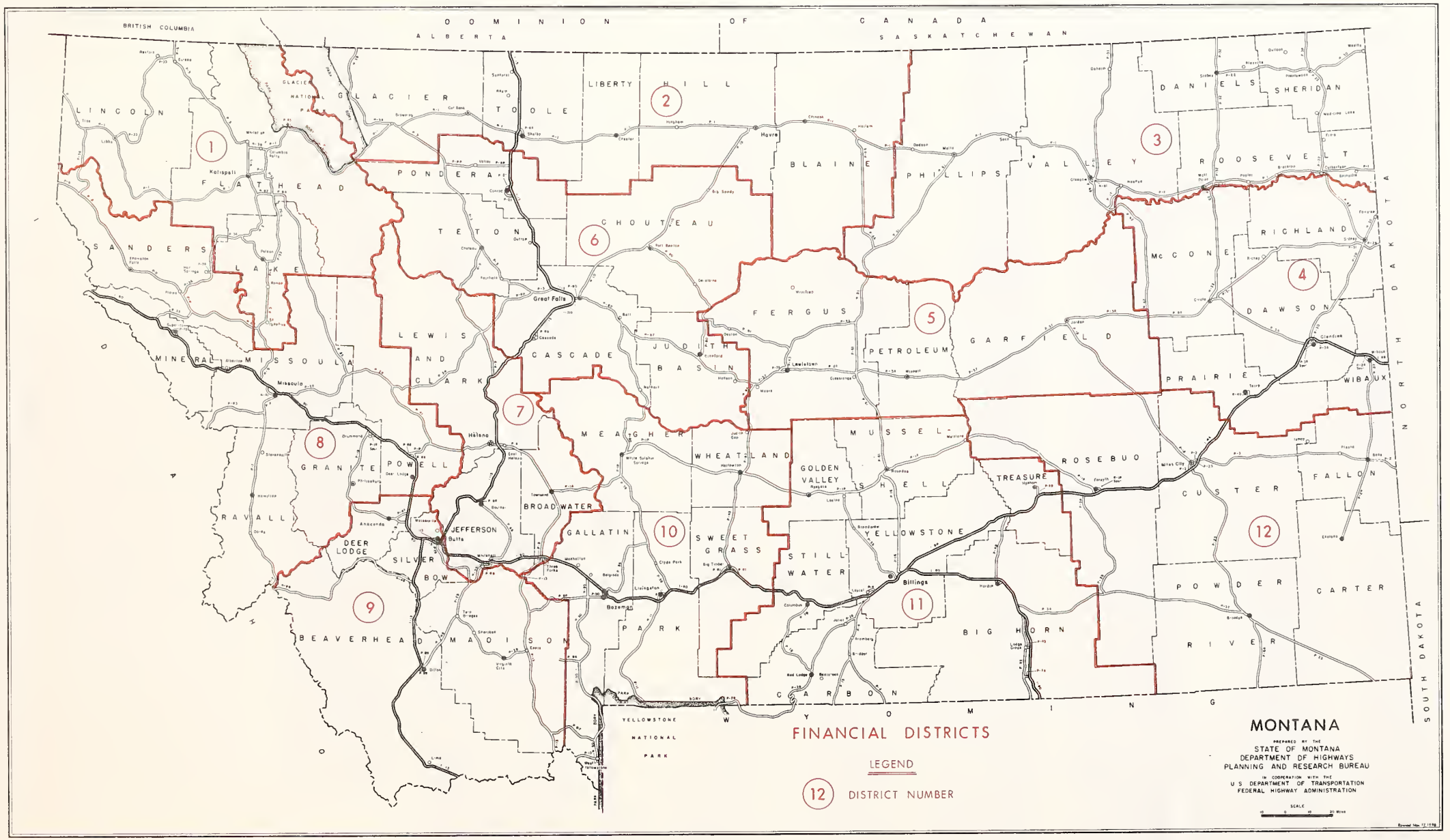
The Commission is a five-member quasijudicial board appointed by the Governor.

The Department's headquarters in Helena is the hub of coordination in the State. It also houses the State Highway Commission's offices and its Secretary.

2.1.2
Financial Districts and Funding

For funding distribution, Montana is geographically divided into twelve Financial Districts, each consisting of from three to seven counties (see map, Plate 2-1). Funds are divided among all highway funding categories in proportion to the amount of State funds needed to match Federal funds for each funding category. State highway construction funds are divided among the highway systems, the Financial Districts, the counties and urban areas according to the following formulae:

. . . Interstate Program - State matching funds under this program are distributed to the financial districts based on the ratio of the cost of completing the Interstate System in each financial district to the total cost of completing the Interstate System in the State.



FINANCIAL DISTRICTS

LEGEND

(12) DISTRICT NUMBER

MONTANA

PREPARED BY THE
STATE OF MONTANA
DEPARTMENT OF HIGHWAYS
PLANNING AND RESEARCH BUREAU

IN COOPERATION WITH THE
U S DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

SCALE

. . . Primary Program - State matching funds under this program are distributed to twelve financial districts based upon the ratio of deficient Primary mileage in each financial district to the total deficient mileage in the state.

. . . Secondary Program - State matching funds under this program are distributed to the counties and financial districts on the following basis:

1. One-fourth in the ratio of land area in each county and district to the total land area in the state

2. One-fourth in the ratio of the rural population in each county and district to the total rural population in the state

3. One-fourth in the ratio of the rural road mileage in each county and district to the total rural road mileage in the state

4. One-fourth in the ratio of value of rural lands in each county and district to the total value of rural lands in the state.

. . . Urban System Program - State matching funds under this program are distributed to the urban cities of over 5,000 population based on the ratio of urban population in each city to the total urban population in all cities over 5,000 population.

. . . Economic Growth Centers - In proportion to the number of miles of Primary, Secondary and Urban roads in need of upgrading in each approved growth center.

. . . Safety Programs (Rail-Highway Crossings, Hazard Elimination, Program) - State matching funds under this program are allocated on a statewide basis with priorities established by the Montana Department of Highways. No distribution of funds is made to financial districts, counties or cities.

. . . Bridge Replacement Program - State matching funds under the program are allocated on a statewide basis with the final priorities established by the Montana Department of Highways. Federal regulations require that a portion of the total federal funds available for bridge replacement must be spent for off system bridge replacement or repair.

. . Safer Off-System Roads Program - State matching funds under this program are distributed to the counties and financial districts on the following basis:

1. One-fourth in the ratio of land area in each county and district to the total land area in the state

2. One-fourth in the ratio of the rural population in each county and district to the total rural population in the state

3. One-fourth in the ratio of the rural road mileage in each county and district to the total rural road mileage in the state

4. One-fourth in the ratio of value of rural lands in each county and district to the total value of rural lands in the state.

. . . Metropolitan Planning Funds (PL) - These funds, which comprise Federal and State match funds, are provided to assist the transportation planning effort in urban areas. The funds are administered by the Department of Highways and the local recipient of these funds has been designated by the governor.

. . . Advance Right-of-Way Acquisition (Q funds) - These are federal funds which are available for the acquisition of right-of-way prior to the normal time that right-of-way is acquired for a project. Under this program a state which has a project where this concept is applicable can apply for and use an advance of 100 per cent Federal funds for advance acquisition. When the state uses the advance funds it becomes irrevocably committed to proceeding with a Federally-aided highway construction project on the acquired right-of-way not less than two years and not more than 10 years from the year in which the funds were obtained.

. . . Other Programs - There are a number of other federally financed programs which are either 100% federally funded or for which no distributions of state matching funds are made to the financial districts, counties or cities. Among these are: Highway Planning and Research, Emergency Relief, Outdoor Advertising Control, Junkyard Control, Landscaping and Scenic Enhancement and Public Lands program.

State highway funds are derived entirely from highway-user taxes and fees, such as motor fuel taxes, gross vehicle weight taxes, size-and-weight special permits, proportional fleet registration of interstate vehicles, special fuel users' temporary trip permits, importers' gasoline taxes, registration of motor vehicles, and proration and reciprocity agreements with other jurisdictions. The levels of such taxation are set by the State legislature. Following is an example of the percentages received from taxes, fees, and miscellaneous income during a typical fiscal year (1978):

Motor Fuel Taxes	70.47%
Gross Vehicle Weight Tax	25.22%
Other Vehicle Taxes	0.98%
Miscellaneous Income	3.33%
Total	100%

Federal funds for highways in Montana come from two sources:

(1) a portion of the monies collected by the Federal government from leases and permits issued within the State, and

(2) payment of the Federal share of expenditures made by the State for engineering, right-of-way acquisition and construction on Federal-Aid highways.

Federal-Aid reimbursements are derived entirely from Federal highway-user taxes and fees; therefore, with the exception of the money received from Federal leases and permits, the costs of construction, maintaining and administrating highways are paid entirely out of highway-user taxes and fees. In practice, the Department pays for all costs on Federal-Aid Projects, and then bills the Federal Highway Administration (FHWA) for the Federal share of such costs. During a typical year (fiscal 1978), 56% of the total income of the Department of Highways came from Federal funds, and 44% came from State highway-user taxes, fees and other miscellaneous income.

Although Montana statutes govern only the distribution of State funds, the control applies also to the Federal funds, as State funds are used to match a proportionate amount of Federal funds.

2.1.3
General Organization (Plate 2.2)

The Department of Highways agency has about 2,000 employees. Understandably, in an organization of this size there are a number of support functions which do not directly affect highway planning and design, therefore they are not discussed here.

The Department's central organization in Helena has eight divisions (see Plate 2.2), each headed by an administrator reporting to the Director of Highways. In addition, two smaller units, Audit and Aircraft, report to the Director. The eight divisions are:

. . . Engineering Division

. . . Centralized Services Division

. . . Legal Division

. . . Personnel and Civil Rights Division

. . . Equipment and Motor Pool Division

. . . Gross Vehicle Weight Division

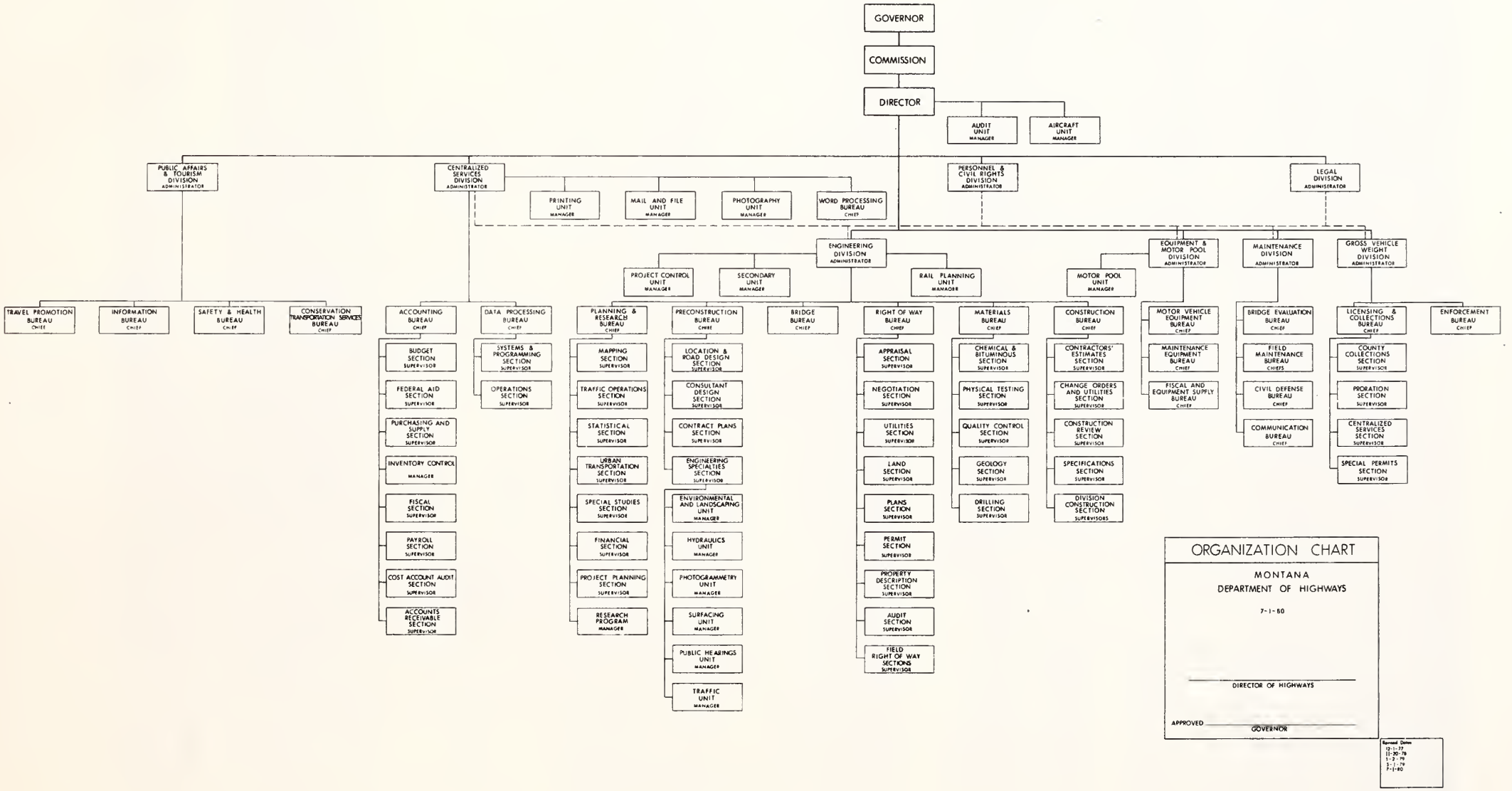
. . . Maintenance Division

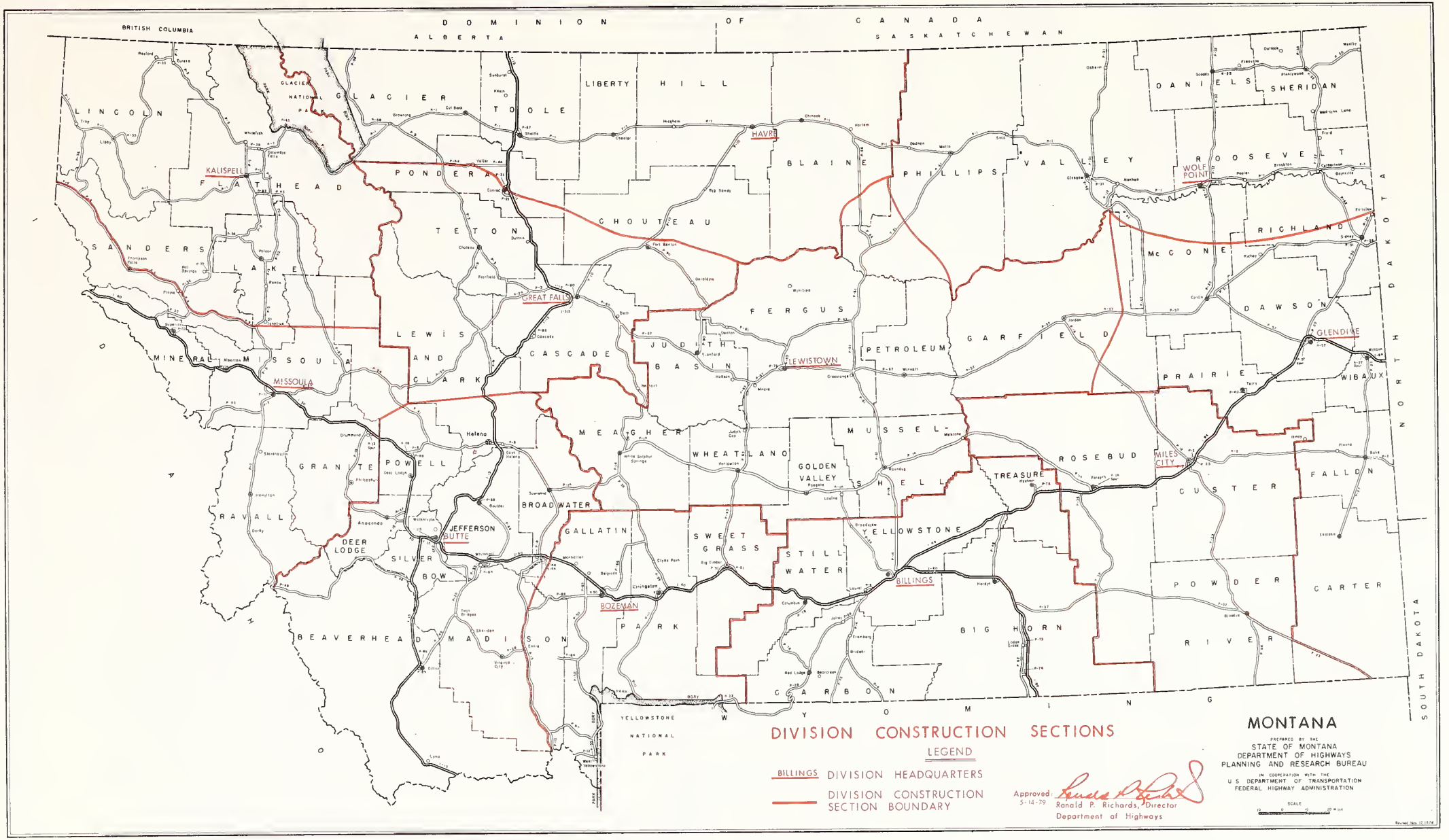
. . . Public Affairs & Tourism Division

There are eleven field geographic areas known as Division Construction Sections. (See map, Plate 2-3) Each Section has a Supervisor for Division Construction reporting to the Construction Bureau Chief in Helena and a Field Maintenance Bureau Chief reporting to the Maintenance Division Administrator in Helena. These Divisions are headquartered in Billings, Bozeman, Butte, Glendive, Great Falls, Havre, Kalispell, Lewistown, Miles City, Missoula and Wolf Point.

(a) Personnel and Civil Rights Division

This Division is responsible for recruiting, assigning and training all Department Personnel in accordance with the 1964 Federal Civil Rights Act, Title VI,


GOVERNOR
COMMISSION
DIRECTOR
AUDIT UNIT MANAGER
AIRCRAFT UNIT MANAGER
PUBLIC AFFAIRS & TOURISM DIVISION ADMINISTRATOR
CENTRALIZED SERVICES DIVISION ADMINISTRATOR
PRINTING UNIT MANAGER
MAIL AND FILE UNIT MANAGER
PHOTOGRAPHY UNIT MANAGER
WORD PROCESSING BUREAU CHIEF
PERSONNEL & CIVIL RIGHTS DIVISION ADMINISTRATOR
LEGAL DIVISION ADMINISTRATOR
ENGINEERING DIVISION ADMINISTRATOR
PROJECT CONTROL UNIT MANAGER
SECONDARY UNIT MANAGER
RAIL PLANNING UNIT MANAGER
MOTOR POOL UNIT MANAGER
EQUIPMENT & MOTOR POOL DIVISION ADMINISTRATOR
MAINTENANCE DIVISION ADMINISTRATOR
GROSS VEHICLE WEIGHT DIVISION ADMINISTRATOR
TRAVEL PROMOTION BUREAU CHIEF
INFORMATION BUREAU CHIEF
SAFETY & HEALTH BUREAU CHIEF
CONSERVATION TRANSPORTATION SERVICES BUREAU CHIEF
ACCOUNTING BUREAU CHIEF
BUDGET SECTION SUPERVISOR
FEDERAL AID SECTION SUPERVISOR
PURCHASING AND SUPPLY SECTION SUPERVISOR
INVENTORY CONTROL MANAGER
FISCAL SECTION SUPERVISOR
PAYROLL SECTION SUPERVISOR
COST ACCOUNT AUDIT SECTION SUPERVISOR
ACCOUNTS RECEIVABLE SECTION SUPERVISOR
DATA PROCESSING BUREAU CHIEF
SYSTEMS & PROGRAMMING SECTION SUPERVISOR
OPERATIONS SECTION SUPERVISOR
PLANNING & RESEARCH BUREAU CHIEF
MAPPING SECTION SUPERVISOR
TRAFFIC OPERATIONS SECTION SUPERVISOR
STATISTICAL SECTION SUPERVISOR
URBAN TRANSPORTATION SECTION SUPERVISOR
SPECIAL STUDIES SECTION SUPERVISOR
FINANCIAL SECTION SUPERVISOR
PROJECT PLANNING SECTION SUPERVISOR
RESEARCH PROGRAM MANAGER
PRECONSTRUCTION BUREAU CHIEF
LOCATION & ROAD DESIGN SECTION SUPERVISOR
CONSULTANT DESIGN SECTION SUPERVISOR
CONTRACT PLANS SECTION SUPERVISOR
ENGINEERING SPECIALTIES SECTION SUPERVISOR
ENVIRONMENTAL AND LANDSCAPING UNIT MANAGER
HYDRAULICS UNIT MANAGER
PHOTOGRAMMETRY UNIT MANAGER
SURFACING UNIT MANAGER
PUBLIC HEARINGS UNIT MANAGER
TRAFFIC UNIT MANAGER
BRIDGE BUREAU CHIEF
RIGHT OF WAY BUREAU CHIEF
APPRAISAL SECTION SUPERVISOR
NEGOTIATION SECTION SUPERVISOR
UTILITIES SECTION SUPERVISOR
LAND SECTION SUPERVISOR
PLANS SECTION SUPERVISOR
PERMIT SECTION SUPERVISOR
PROPERTY DESCRIPTION SECTION SUPERVISOR
AUDIT SECTION SUPERVISOR
FIELD RIGHT OF WAY SECTIONS SUPERVISOR
MATERIALS BUREAU CHIEF
CHEMICAL & BITUMINOUS SECTION SUPERVISOR
PHYSICAL TESTING SECTION SUPERVISOR
QUALITY CONTROL SECTION SUPERVISOR
GEOLOGY SECTION SUPERVISOR
DRILLING SECTION SUPERVISOR
CONSTRUCTION BUREAU CHIEF
CONTRACTORS' ESTIMATES SECTION SUPERVISOR
CHANGE ORDERS AND UTILITIES SECTION SUPERVISOR
CONSTRUCTION REVIEW SECTION SUPERVISOR
SPECIFICATIONS SECTION SUPERVISOR
DIVISION CONSTRUCTION SECTION SUPERVISORS
MOTOR VEHICLE EQUIPMENT BUREAU CHIEF
MAINTENANCE EQUIPMENT BUREAU CHIEF
FISCAL AND EQUIPMENT SUPPLY BUREAU CHIEF
BRIDGE EVALUATION BUREAU CHIEF
FIELD MAINTENANCE BUREAU CHIEFS
CIVIL DEFENSE BUREAU CHIEF
COMMUNICATION BUREAU CHIEF
LICENSING & COLLECTIONS BUREAU CHIEF
COUNTY COLLECTIONS SECTION SUPERVISOR
PRORATION SECTION SUPERVISOR
CENTRALIZED SERVICES SECTION SUPERVISOR
SPECIAL PERMITS SECTION SUPERVISOR
ENFORCEMENT BUREAU CHIEF
ORGANIZATION CHART
MONTANA
DEPARTMENT OF HIGHWAYS
7-1-80
DIRECTOR OF HIGHWAYS
APPROVED
GOVERNOR
Revised Dates
12-1-77
11-20-78
1-2-79
3-1-79
7-1-80


BRITISH COLUMBIA
DOMINION OF CANADA
ALBERTA
SASKATCHEWAN
LINCOLN
FLATHEAD
SANDERS
LAKE
MINERAL
MISSOULA
RAVALLI
GLACIER
TOOLE
LIBERTY
HILL
PONDERA
TETON
CHOUTEAU
BLAINE
PHILLIPS
VALLEY
DANIELS
SHERIDAN
ROOSEVELT
RICHLAND
McCONE
DAWSON
GARFIELD
PETROLEUM
FERGUS
JUDITH BASIN
LEWIS AND CLARK
CASCADE
MEAGHER
WHEATLAND
GOLDEN VALLEY
MUSSELSHELL
ROSEBUD
TREASURE
PRAIRIE
WIBAUX
FALLON
CUSTER
POWDER RIVER
CARTER
GRANITE
POWELL
DEER LODGE
SILVER BOW
BEAVERHEAD
MADISON
JEFFERSON
BROADWATER
GALLATIN
PARK
SWEET GRASS
STILLWATER
YELLOWSTONE
BIG HORN
CARBON
WYOMING
NORTH DAKOTA
SOUTH DAKOTA
YELLOWSTONE NATIONAL PARK
KALISPELL
GREAT FALLS
HAVRE
WOLF POINT
GLENDIVE
MILES CITY
LEWISTOWN
MISSOULA
Helena
BUTTE
BOZEMAN
BILLINGS
DIVISION CONSTRUCTION SECTIONS
LEGEND
BILLINGS DIVISION HEADQUARTERS
DIVISION CONSTRUCTION SECTION BOUNDARY
Approved: 5-14-79
Ronald P. Richards, Director
Department of Highways
MONTANA
PREPARED BY THE
STATE OF MONTANA
DEPARTMENT OF HIGHWAYS
PLANNING AND RESEARCH BUREAU
IN COOPERATION WITH THE
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
SCALE
Revised Nov. 12, 1974

on nondiscrimination. It administers the Department's personnel policy and procedure, salary and classification plan and maintains personnel records. The Personnel Division's function in the action plan process is limited to the recruitment of economic, social and environmental specialists.

(b) Centralized Services Division

This division has, among other functions, responsibility for accounting, general administrative services and data processing. It is responsible for the mechanics of processing and storing the data base for the Planning and Research Bureau and serves various functions for the Preconstruction Bureau.

(c) Legal Division

The Legal Division Administrator is an attorney appointed by the Director of Highways. The Legal Division provides legal defense in suits brought against the Department. Among other functions, the Division reviews

. . . all construction contracts
. . . all contracts for location and design work by consultants
. . . all Environmental Impact Statements for legal ramifications before they are submitted to FHWA.

The Division will act as a consultant to the Impact Evaluation Team and Impact Identification Group (see Subsection 2.2.1), on request, concerning the legal effects of any recommended actions to eliminate or reduce adverse economic, social and environmental impacts of highway projects.

In addition, the Legal Division handles property acquisitions once they have reached the condemnation stage with attendant trials and appellate hearings. Further, numerous opinions are written as legal questions develop. Participation in Highway Commission meetings is required.

(d) Engineering Division

This Division has general responsibility for highway planning, design and construction within the Department. The Administrator-Engineering Division, functioning as the State's Chief Highway Engineer, directs the work of the bureaus, sections and units within the Division. He is responsible for all areas of highway planning, design and construction within the Department. Directly involved in the highway planning and design activities are the Planning and Research Bureau, Preconstruction Bureau, the Right-of-Way Bureau, the Project Control Unit and Secondary Unit. The activities of these five organizations within the Division are spread over the three stages of planning and design process -- System Planning, Location Studies, and Design Activities. These three planning and design stages are discussed in Chapter 4 covering the Highway Planning and Design Procedure for the Department of Highways.

Responsible to the Administrator, Engineering Division (AED), are functional group heads directing the work of the

. . . Planning and Research Bureau

. . . Materials Bureau

. . . Construction Bureau

. . . Preconstruction Bureau

. . . Bridge Bureau

. . . Right-of-Way Bureau

. . . Secondary Unit

. . . Project Control Unit

. . . Rail Planning Unit

The functional groups within the Engineering Division which are most involved in implementation of the action plan are discussed in the following paragraphs.

(1) Planning and Research Bureau (Plate 2-4). The Bureau serves primarily as a planning service organization conducting basic research and developing planning studies in concert with the remainder of the Department of Highways, the Federal Highway Administration, and the general public.

The Planning and Research Bureau has eight working sections: Mapping, Traffic Operations, Statistical, Urban Studies, Financial, Special Studies, Project Planning, and Research.

The Bureau conducts statewide investigations and makes surveys, prepares plans and gathers engineering, social, economic, and any other data for general planning of a complete highway system and program of highway improvements. The reports and data prepared by the Planning and Research Bureau provide input to the decision makers in System Planning and Location Studies.

In addition, the Bureau is a primary contact point for the Department with local planning bodies, such as the Technical Advisory Committees (TAC) and Policy Coordinating Committees (PCC) (see Subsection 4.3.1) and city-county planning boards. The Bureau Chief serves as a member on the Technical Advisory Committees in the following seven Montana cities: Billings, Bozeman, Butte, Great Falls, Helena, Kalispell and Missoula. It is through the Planning and Research Bureau that the Department's Impact Evaluation Team (see Subsection 2.2.2.) provides assistance to local agencies during system planning, as requested.

(2) Preconstruction Bureau. This Bureau (see Plate 2-5) embraces every technical activity needed for highway improvement projects prior to the start of construction. It encompasses research, planning, surveying, preparing detailed design plans, environmental impact statements, and clearance of a large number of details pertinent to proposed projects. This group accomplishes the location and final design of all highway projects in the construction program. It is within the Preconstruction Bureau that the Area Engineers assume responsibility for individual projects from the beginning of location studies through the letting of the construction contract. The functional groups within this Section, reporting to the Preconstruction Bureau Chief, include

ORGANIZATION CHART

PLANNING & RESEARCH BUREAU
MONTANA DEPARTMENT OF HIGHWAYS

199012 26015
PLANNING & RESEARCH CHIEF 18

201002 26052
SECRETARY II 8

199011 26026
ASST. PLANNING & RESEARCH CHIEF 16

MAPPING

017002 26009
SUPERVISOR 12

017007 26014
DRAFTSMAN IV 10

017006 26059
DRAFTSMAN III 9

017005 26063
DRAFTSMAN II 8

017005 26020
DRAFTSMAN II 8

SPECIAL STUDIES

017003 26033
SUPERVISOR 14

199007 26032
PLANNER III 13

199024 26034
PLANNING TECH III 11

020014 26055
STATISTICAL TECH II 10

017007 26051
DRAFTSMAN IV 10

020039 26039
STATISTICAL TECH I 9

017006 26035
DRAFTSMAN III 9

017005 26040
DRAFTSMAN II 8

TRAFFIC

199018 26016
SUPERVISOR 13

199024 26036
PLANNING TECH III 11

199004 26004
PLANNING TECH II 10

216002 26049
STATISTICAL CLERK III 8

209004 26054
CLERK TYPIST IV 7

FIELD

710003 26045
INSTRUMENT REPAIR III 12

710001 26042
INSTRUMENT REPAIR I 10

919002 26024
TRAFFIC CHECKER I 7

919002 26003
TRAFFIC CHECKER I 7

919002 26007
TRAFFIC CHECKER I 7

919002 26023
TRAFFIC CHECKER I 7

919002 26056
TRAFFIC CHECKER I 7

STAFF SPECIALISTS

005017 26067
CIVIL ENGINEER IV 15

012010 26057
PROGRAMMER-ANALYST III 15

199008 26030
PLANNER IV 14

199019 26010
RESEARCH MANAGER 14

029023 26901
ENVIRONMENTAL SPEC. III 14

TEMPORARY

199027 92611
PLANNING AIDE III 7

199002 92610
PLANNING AIDE II 6

FINANCE

160034 26044
SUPERVISOR 13

020015 26050
STATISTICIAN I 11

219008 26028
GENERAL OFFICE CLERK V 8

PROJECT PLANNING

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SUPERVISOR 16

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CIVIL ENGINEER IV 15

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TRAFFIC ENGINEER II 14

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DESIGNER III 14

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DESIGNER III 14

005016 26011
CIVIL ENGINEER III 14

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DESIGNER II 13

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DESIGNER I 12

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DESIGNER I 12

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TRAFFIC TECH II 11

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INSTRUMENT REPAIR I 10

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DESIGN TECH I 10

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SUPERVISOR 15

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PLANNER IV 14

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PLANNER III 13

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PLANNER III 13

199005 26001
PLANNER I 11

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PLANNER I 11

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PLANNING TECH I 9

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STATISTICS

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SUPERVISOR 12

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STATISTICAL TECH I 9

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PLANNING AIDE III 7

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STATISTICAL CLERK I 6

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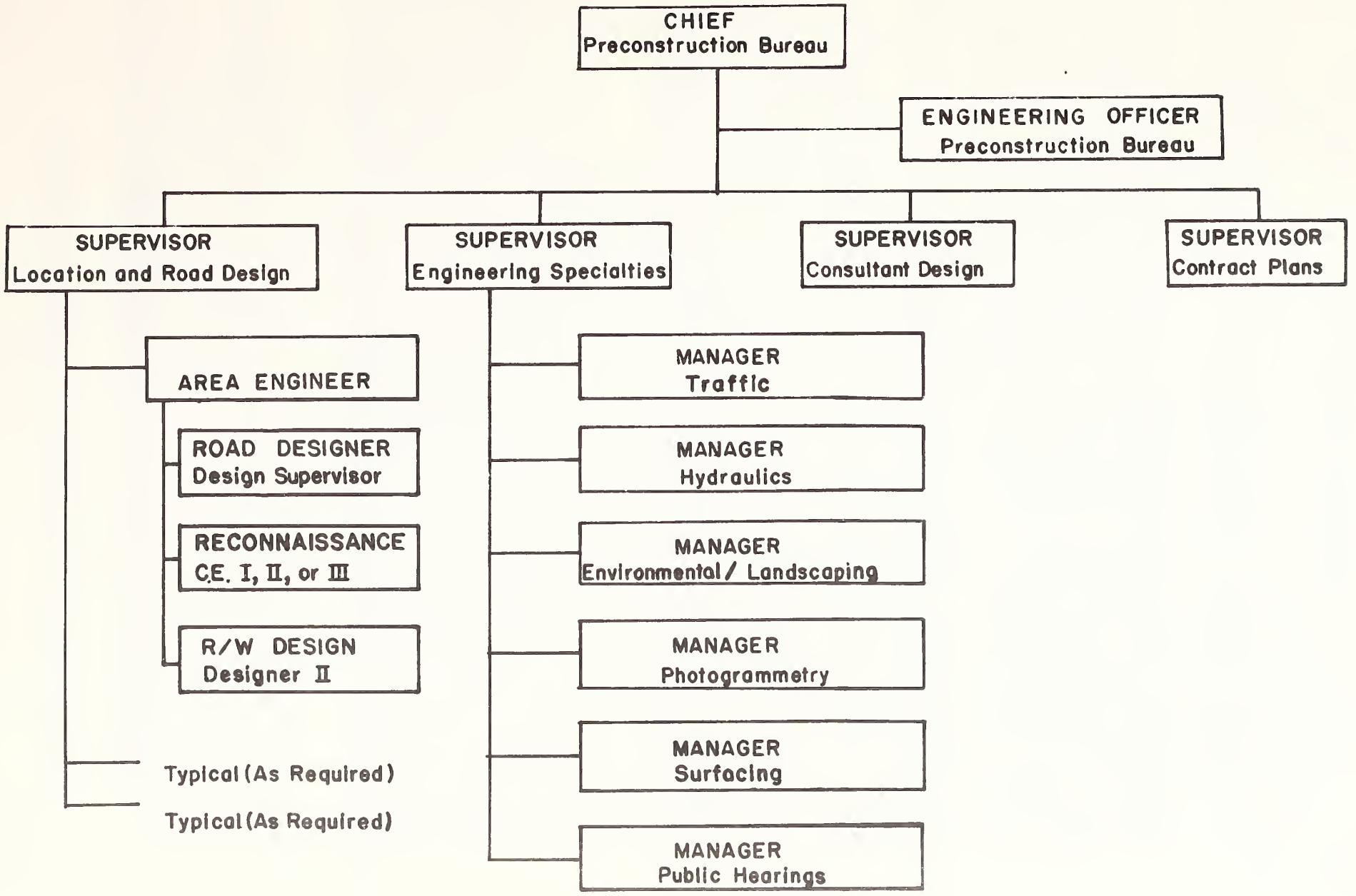
DEPARTMENT OF HIGHWAYS, STATE OF MONTANA
ENGINEERING DIVISION, PRECONSTRUCTION BUREAU
ORGANIZATION



. . . Contract Plans Section

. . . Location and Road Design Section

. . . Consultant Design Section

. . . Engineering Specialties Section involving Traffic, Hydraulics, Environmental & Landscaping, Photogrammetric, Surfacing Design and Public Hearing Units.

The Preconstruction Bureau implements Department policy and develops recommendations for needed changes in policy that affect highway location and design processes; participates in long-range highway planning as an advisor, including project programming; approves project schedules and insures the accomplishment of scheduled location and design goals; approves standard drawings and plan sheets; provides for the location, design, authorization to receive bids, and contract negotiations; provides for contracts with consulting firms for preliminary engineering and design work; provides for documentation of projects as required by federal and state regulations; schedules, advertises and conducts public hearings on projects and other Departmental programs; and approves plans, specifications and estimates for final advertising.

There are two functional units within the Preconstruction Bureau having a particular impact evaluation function. These units and functions are:

Environmental and Landscaping Unit - This unit is the source of environmental data developed within the Department for the use of the impact evaluation organization in the consideration of the social, economic, and environmental effects of the Department's highway improvement projects. They also insure that during the early phases of project development a reasonable effort is made to identify, locate, and evaluate resources which contain significant scientific, prehistoric, historic or archaelogical data.

Public Hearings Unit - This unit, in cooperation with the area engineers, is responsible for the public involvement program throughout project development. This includes scheduling, advertising and conducting public hearings, informal meetings, and public information workshops. Additionally, this unit is responsible for disseminating information to the public throughout the proposal and project studies with respect to improvement proposals as well as the alternatives being studied (see Subsection 3.4.2). In the interest of coordinative release of information, all inquiries coming into the Department are directed to the Public Hearings Unit. The unit, in turn, will develop pertinent answers in concert with the appropriate data source and make appropriate responses.

(3) Project Control Unit. This functional group is responsible for monitoring and reviewing the total construction program and determining if all necessary actions are being completed in a timely manner to meet program schedules based on anticipated funding capabilities and manpower availability. Its functions include:

. . . Determining the amount and type of work and manpower requirements for all projects

. . . Funding analysis of proposed and scheduled projects

. . . Preparing 5-year and annual construction program

. . . Updating costs of programmed projects

. . . Obtaining FHWA approval of all programming documents.

(4) Right-of-Way Bureau (Plate 2-6). In addition to acquiring right-of-way and negotiating utility relocation agreements, this functional group administers the relocation assistance programs for persons, farms, ranches, businesses and nonprofit organizations displaced by new highway projects. It is the Department's policy that no person shall be displaced by the construction of any State Highway, unless and until adequate replacement housing has been provided. The Bureau also provides some economic and social impact data to the Impact Evaluation Team (see Section 2.2). This information includes a wide-band ownership map, right-of-way cost estimates, relocation cost estimates, utility cost estimates, reports on anticipated social and economic impacts, reports on any possible involvement of parks, recreation or game/waterfowl refuge land ("4(f)" lands), reports on possible impacts on minority groups and neighborhoods, and reports on prime and unique farmland.

The sections within the Bureau located in Helena are Plans, Appraisal, Negotiation, Utilities, Land, Permits, Property Description, and Audit. There are also five field right-of-way sections which are located in various Division Construction headquarters. These ROW sections provide the Department with contact and input from the local public on right-of-way proposals.

(5) Secondary-Unit. The two primary responsibilities for this functional group are

. . . The review of priorities for proposed secondary road projects received from appropriate local officials (the unit coordinates approval of such projects between the Highway Commission and Federal Highway Administration);

. . . to serve as liaison between appropriate local officials and the Department on secondary road matters.

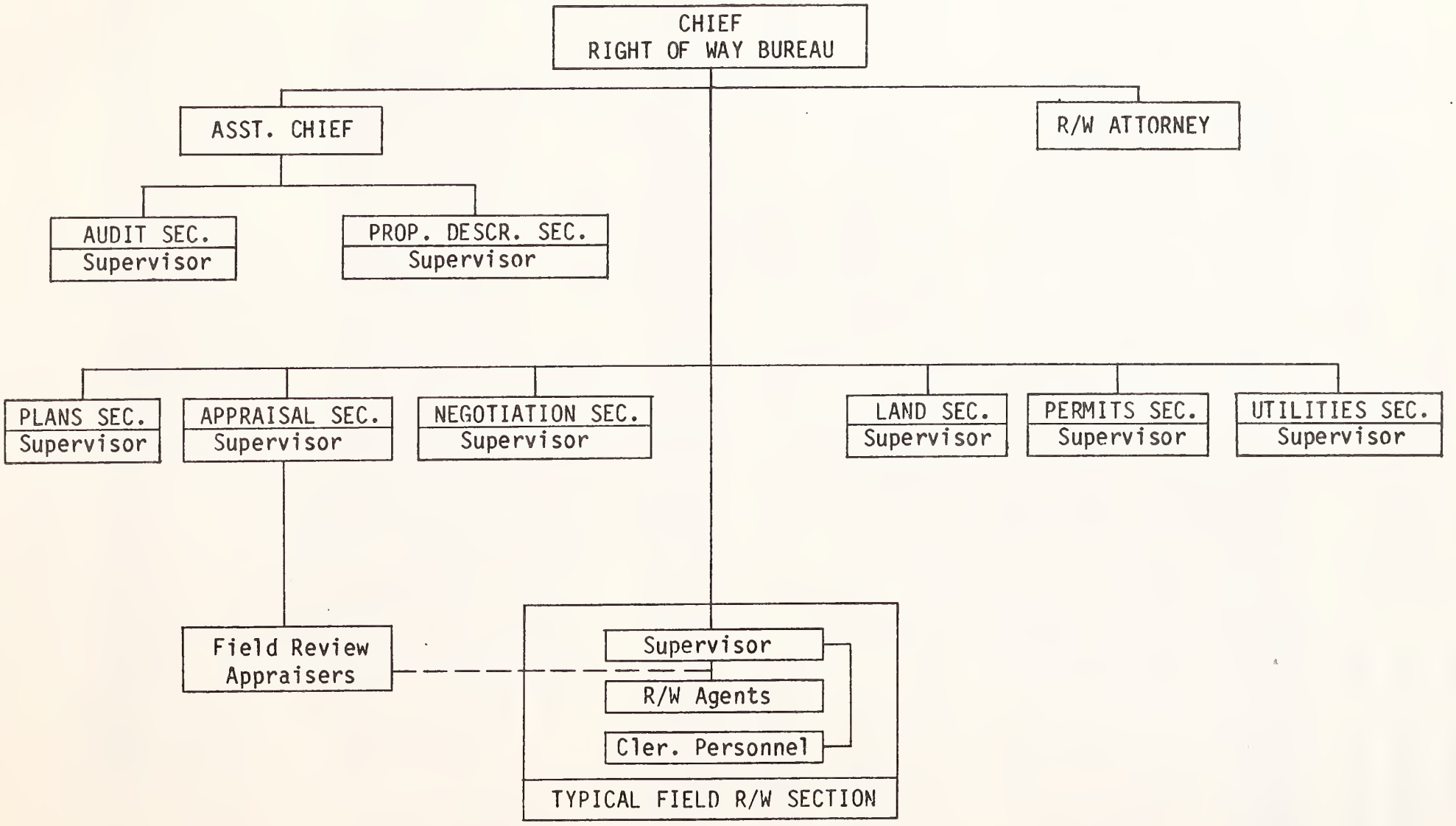
(6) Rail Planning Unit. This unit was made part of the Department of Highways organization as a result of State reaction to the 1976 Federal Law titled "Railroad Revitalization and Regulatory Reform Act", wherein the Governor designated the Department of Highways as the agency responsible for administering rail planning. There are certain options of rail planning activities that may result in road construction projects as a substitute for rail transportation. If such options are initiated, the various impacts of the road projects would be addressed in the usual action plan process.

2.1.4

Use of Consultants

Consultants are required to follow the MONTANA ACTION PLAN process in the development of highway improvement projects while under contract to the Department. The Consultant's staff serves as interactive members of the total planning or design task force.

STATE OF MONTANA
DEPARTMENT OF HIGHWAYS
RIGHT OF WAY BUREAU
ORGANIZATION CHART



2.2 IMPACT IDENTIFICATION-EVALUATION ORGANIZATION

2.2.1 Introduction

It is inappropriate to provide a complete staff within the Department to adequately represent every discipline that could be required to identify and evaluate the impacts of a highway project. Therefore it is in the best interest of the State of Montana to provide for an impact identification evaluation organization, concerned with economic, social and environmental factors with input from specialists outside the Department, as well as from within. The organization assists the Department in adequately identifing and considering all economic, social and environmental effects of a proposed project. Accordingly, the Department's development and improvement processes includes both internal and external identification and review of economic, social and environmental effects. Thus the Departments multi-disciplinary teams, planners, and designers are within a system of checks and balances.

To meet these needs, the Department of Highways has:

. . . an Impact Evaluation Team - the Department of Highways staff of "impact evaluation specialists" plus additional specialists under contract from other agencies, universities, consultants, and the Federal Highway Administration assembled to identify, evaluate and study economic, social and environmental impacts working under the direction of the Manager of the Environmental and Landscaping Unit

. . . an Impact Identification Group - an advisory body, composed of members from other state agencies, the Department of Highways, and FHWA, chaired by the Impact Identification Coordinator to identify and review the economic, social and environmental effects of proposed highway actions

. . . an Impact Identification Coordinator - the director of the Department's systematic interdisciplinary Impact Identification evaluation effort for the consideration of economic, social and environmental effects of the Department's highway improvement proposals and projects, reporting directly to the Administrator - Engineering Division.

The following section of this main topic details these two impact elements, describing what is done, who is involved, and how each element functions within the MONTANA ACTION PLAN process. Specific points of involvement for each of the two elements are shown on the Planning and Design Procedures chart located in the back of this manual.

2.2.2 Impact Evaluation Team

The Impact Evaluation Team is a group of staff specialists within the Department of Highways serving as the core staff of impact evaluation specialists. The Team is a permanent group functioning under the direction of the Manager of the Environmental and Landscaping Unit.

The Team provides social, economic and environmental data as required for system analyses and project selection. It also functions as an interactive

member of the Location and Design Team to identify and study economic, social and environmental effects during project formulation. The team includes:

. . . environmental specialists from the fields of biology, archaeology, landscape architecture and agronomist who work in the Preconstruction Bureau (Environmental and Landscaping Unit)

. . . an economics specialist from the Right-of-Way Bureau

. . . a land use planner from the Planning and Research Bureau

. . . a sociology specialist from the Right-of-Way Bureau

. . . a noise specialist from the Preconstruction Bureau (Traffic Unit)

. . . a water quality specialist from the Preconstruction Bureau (Hydraulics Unit)

. . . an air quality specialist from the Planning and Research Bureau

. . . a geologist from the Materials Bureau

. . . a water quality specialist from the Materials Bureau

. . . a Federal Highway Administration Environmental representative

All the members on the Impact Evaluation Team except the FHWA representative are employees of the Department of Highways Engineering Division.

The Team has been incorporated into the MONTANA ACTION PLAN process to provide economic, social and environmental input into the highway planning and design system and is available to Location and Road Design Area Engineers on an as-required basis. The Team also undertakes any necessary investigations recommended by the Impact Identification Group.

It is anticipated that some local governments (towns, cities and counties) will not be able to provide impact evaluation data and analyses covering their highway improvement proposals. The services of the Impact Evaluation Team will be available to these local governments on request at the systems and project selection stages. If the local entity does not request this service and are not able to provide economic, social, and environmental data as required, the Planning and Research Bureau or the Secondary Unit will request the Team to supply the necessary data.

The Impact Evaluation Team may also solicit the assistance of agencies with area-wide responsibilities in order to coordinate viewpoints during project development.

The Impact Evaluation Team on an ad hoc basis may include evaluation specialists gathered from other agencies, consultants, universities, as well as from the Department and the Federal Highway Administration, and assemble for study of a highway improvement project. This concept provides the Department with the ability to utilize multiple disciplines as a situation demands without having all disciplines employed within the Department. When a particular

highway improvement project warrants consideration of a specific economic, social or environmental factor, the Impact Evaluation Team is expanded to include a member or members with expertise in the appropriate desciplines. Team members are selected by the Chief of the Preconstruction Bureau after conferring as needed with the Area Engineer, the Impact Indentification Coordinator, the Manager of the Environmental and Landscape Unit, and the Impact Identification Group. Team membership can fluctuate based on the economic, social and environmental factors under consideration.

The Team provides the detailed data upon which the decision maker can base his decision. The Impact Evaluation Team serves as the main source of detailed economic, social and environmental input into the system.

2.2.3
Impact Identification Group

The Impact Identification Group is an advisory interagency body formed to identify and review economic, social and environmental effects of highway improvement proposals and projects during systems planning, location and design, and monitor their consideration within the Department of Highways. Group members include representatives from the

. . . Department of Fish, Wildlife and Parks

. . . Department of Health and Environmental Sciences

. . . Department of Community Affairs

. . . Environmental Quality Council

. . . Department of Natural Resources and Conservation

. . . State Board of Education - State Historic Preservation Office

. . . Department of Highways

. . . Federal Highway Administration (serves as ex officio member).

The above list of Group members can be expanded as needed to fulfill the MONTANA ACTION PLAN procedures.

The Group meets on a regular basis with an agenda of projects or points for discussion. The Group membership provides assurance to the public and the Department that pertinent economic, social and environmental factors are identified and considered.

During System Planning the Group reviews the plans and programs and offers suggestions and recommendations to the organizations responsible for long-range planning. The Group also reviews projects and data as they become available during location and design activities. With a multiplicity of disciplines the Group provides the vehicle for direction and suggestion on a statewide basis. The input assures the decision maker's full consideration of economic, social and environmental factors. Data which serves as the base for

decision making is reviewed to verify that the level of detail is sufficient for a valid decision at that point in the process.

There are times in the identification, evaluation and review process when a prior decision or action may appear invalid or suspect. When this occurs, the Group could recommend referral to a point in the study process where more current detailed data could be evaluated.

2.2.4
Impact Identification Coordinator

The Impact Identification Coordinator directs the Impact Identification Group as its chairman in the consideration of the economic, social and environmental effects of the Department's highway development and improvement proposals and projects. (see Subsection 2.2.1 and 2.2.3)

The position of Coordinator requires

. . . a philosophical attitude which permits him to act as an environmental advocate

. . . the ability to organize and direct the activities of a varied-background organizational element

. . . impartiality in his evaluation of so-called environmental/engineering situations

. . . a broad working knowledge of the Department's organization and procedures.

2.3 IMPACT IDENTIFICATION-EVALUATION DOCUMENTATION

2.3.1
Introduction

The planning and design of a highway improvement project involves many people, countless decisions, and a period of time generally stretching into years. Systems and project files contain information on data collected, studies, considerations, participants, decisions, etc., and is carried forward in a series of reports, each building on an earlier report.

2.3.2
Documentation Format

The Department files exist as a chronological account of all actions taken to support full identification and consideration of economic, social and environmental effects of highway improvement proposals and projects subject to the MONTANA ACTION PLAN process.

The files include copies of the impact evaluation data developed during the Systems Studies and Project Selection phases and submitted in support of highway improvement proposals recommended for inclusion in the State highway program.

The files are available for review by all persons involved in the decision-making process.

The files for each highway improvement proposal or project, once the planning and design process is either completed or terminated, are retained in the records of the Department of Highways for at least three (3) years after construction is complete.

CHAPTER 3
ACTION PLAN FUNDAMENTALS

3.1 INTRODUCTION

The MONTANA ACTION PLAN evolved from recognition of the four established fundamentals which govern action plan philosophy. These fundamentals look to

. . . the identification of the economic, social and environmental effects, both beneficial and adverse, that alternative courses of action will have

. . . the consideration of alternative courses of action including, where appropriate, alternative types and scales of highway improvements and other transportation modes, as well as the no improvement option

. . . the involvement of other agencies and the public in the highway planning and design process

. . . a systematic interdisciplinary approach to highway planning and design activities.

3.2 IDENTIFICATION OF ECONOMIC, SOCIAL AND ENVIRONMENTAL EFFECTS

3.2.1
Introduction

For effective highway planning and design, the identification of social, economic, and environmental effects (both beneficial and adverse) of alternative courses of action is included in all stages to the degree determined necessary for any particular stage. Accordingly, the Department has a basic competency in identifying and studying the impacts of highway improvement. This competence will provide timely information to the selection and consideration of alternatives.

3.2.2
Framework for Identification

For effective identification, it is necessary as part of an interdisciplinary effort to consider systematically the economic, social and environmental effects of the various improvement alternatives, including a no-construction alternative. This consideration takes place in each stage of the highway planning and design process in varying degrees of attention, whether it is System Planning, Location Studies, or Design Activities.

The principal concern is the impact (economic, social and environmental) of the various improvement alternatives, including a no-build alternative, on

. . . regional and community growth

. . . conservation and preservation

. . . public facilities and services

. . . community cohesion

. . . displacement of people, businesses and farms

. . . air, noise and water pollution

. . . aesthetics and other values.

The checklist covering factors involved in the consideration of impact (economic, social and environmental) for these seven categories of human environmental concern are included in the following list.

ECONOMIC
SOCIAL
ENVIRONMENTAL

IMPACT EVALUATION FACTORS CHECKLIST

Factor

COMMUNITY AND REGIONAL GROWTH
- Neighborhood growth and development
- Regional growth and development
- Accessibility
- Effect on land use
- Consistency with areawide plans
- Traffic service levels
- Adaptability to future transportation needs

CONSERVATION AND PRESERVATION
- Parks, historic and cultural sites and landmarks
- Areas of natural beauty, recreation or service value
- Water quality and flood control
- Conservation of natural resources/ecological
- Construction disruptions
- Indian cultural and archaeological sites
- Natural hazards - slides, etc.
- Prime and Unique farmlands
- Rare and Endangered Species
- Wetlands and Flood Hazard Areas

PUBLIC FACILITIES AND SERVICES
- Educational facilities and services
- Religious facilities and services
- Health and welfare facilities and programs
- Social and cultural facilities and programs
- Recreational facilities and programs
- Public Health, well-being and safety
- Emergency facilities and services

COMMUNITY COHESION
- Citizens aspirations and desires
- Neighborhood identity and cohesion
- Ethnic and minority neighborhood impacts

Neighborhood shopping facilities
Property values
Taxes

DISPLACEMENT OF PEOPLE, BUSINESSES AND FARMS
Displacement and relocation of persons and families
Availability of housing
Employment
Distribution and intensity of economic activity

AIR, NOISE AND WATER POLLUTION
Air Pollution
Noise Pollution
Water Pollution

AESTHETICS AND OTHER VALUES
Perception of the road from the neighborhood
Perception of the road by the driver
Joint developmental potential
Multiple use of highways ROW's

3.2.3
Assignment of Responsibilties for Identification Activities

While procedural responsibilities are indicated at appropriate points in the "Montana Department of Highways Planning and Design Procedures" the following discussions spell out specific responsibilities. Within the identification area, impact evaluation specialists, grouped as an Impact Evaluation Team, provide the technical organization involved in impact evaluation.

(a) Impact Evaluation Information

The Impact Evaluation Team as individuals representing various departments and disciplines are responsible for providing information on social, economic and environmental effects of alternative courses of action during all stages of highway planning and design.

(b) Quality Control

The Impact Evaluation Team and the Manager of the Environment and Landscaping Unit are responsible for controlling the technical quality of economic, social and environmental studies.

(c) Monitoring Research

The Impact Evaluation Team is responsible for monitoring current economic, social and environmental research.

(d) Monitoring Completed Projects

The Impact Evaluation Team is responsible for monitoring completed projects in order to evaluate the accuracy of past decisions and to evaluate the validity and adequacy of past impact analysis.

(e) Disseminating "State-of-the-Art" Information

The Impact Evaluation Team is responsible for disseminating "State-of-the-Art" information within the Department, and to appropriate interested parties.

3.2.4
Supplemental Identification Procedures

The following procedural statements support and are in addition to those procedures indicated on the flow chart located in the back of this manual.

(a) Effect on Specific Groups and Interests

The impact evaluation data developed for each applicable project indicates the manner and extent to which any specific groups and interests, including minority groups and neighborhoods, are beneficially and/or adversely affected by alternative proposed highway improvements. Demographic data may be collected to insure that all economic, social and environmental factors are considered and that data will include information on race, color, national origin, sex and religion.

(b) Information to other Agencies and the Public

Impact evaluation data is available to other agencies (Federal, state and local) and the public during the beginning phase of each stage of highway planning and design activities.

(c) Participation of Outside Groups

Where appropriate, and particularly where local comprehensive and transportation planning groups exist, impact evaluation data is developed by the staffs of local agencies and interested citizens.

(d) Estimation of Costs

Impact evaluation data is sufficiently developed to permit a reliable estimate of the costs, financial or otherwise, of eliminating or minimizing any identified adverse effects.

There are certain categories which are covered by specific federal and/or state regulations. These are:

. . . noise pollution
. . . water quality
. . . floodplains
. . . wetlands
. . . rare and endangered species
. . . air quality
. . . historical and archaelogical concerns
. . . energy

For each project the Department of Highways follows the appropriate federal or state guidelines to assure that all regulations are complied with.

3.3 CONSIDERATION OF ALTERNATIVE COURSES OF ACTION

3.3.1 Introduction

Planning and design activities do not proceed logically without a sound and reasoned consideration of alternative courses of action and alternative solutions to obvious problems. A study of alternatives provides support for recommendations outlining specific courses of action. In turn, the results of valid studies of alternatives provide the decision maker with a sound basis for action.

3.3.2 No-Build Option

The consequences of a "no-build" option is developed to a level of completeness consistent in detail to that developed for project alternates and is considered a viable alternative.

(The "no-build" option remains open until a project is let for bid. With proper consideration, the "no-build" option serves as a reference point for determining the beneficial and adverse impacts of other alternatives.)

(a) Responsibility for Consideration

For the "no-build" option, the Impact Evaluation Team member collect the pertinent data and together the team makes the impact evaluation of this option.

3.3.3 Selection and Consideration of Alternatives

Part of the Department of Highways planning and design process includes a range of alternatives considered at each stage from system studies through final design.

Those considered include, where appropriate, alternative types and scales of highway improvements (especially transportation systems management type measures) and other transportation modes. Alternatives which could minimize or serve to avoid adverse economic, social and environmental effects are studied and described. Particular attention is given to impacts

. . . on specific groups, including minority groups

. . . in relation to Federal Regulations prohibiting discrimination in Federally-assisted programs

. . . on the neighborhoods or ancestral cultural sites of American Indians

. . . to properties eligible for or listed on the National Register of Historic Places.

(a) Responsibility for Selection of Alternatives

(1) During System Planning, alternative selection is part of the planning process, and the responsibility of the appropriate planning agency.

(2) During Location Studies & Design Activities, the Area Engineer, assisted by the Impact Evaluation Team, is responsible for the selection of alternatives.

(b) Responsibility for Consideration of Alternatives

Where the consideration is the direct responsibility of the Department the appropriate bureau or unit develops the studies and the team then reviews them for completeness. Where the studies are the responsibility of others, the team and the group evaluate the adequacy of the completed alternative considerations.

3.3.4
New Transportation Modes

Due to the nature of transportation problems within the State of Montana, a sparse population living in a large expanse of territory, the Department anticipates a limited involvement in any consideration of new transportation modes and the improvement of other modes of transportation. Other modes of transportation are considered as part of the area transportation studies underway in the urban communities of the State (3-C process).

3.3.5
Non-Transportation Components

The impact of non-transportation components, e.g., replacement housing, joint development, multiple use of rights-of-way, are considered during the process of impact evaluation studies so that any plans for non-transportation components can be coordinated with plans for transportation components.

(a) Responsibility for Consideration

The Impact Evaluation Team, in cooperation with the Area Engineer, includes a consideration of non-transportation components and, where appropriate, develops information on coordinating factors.

3.3.6
Non-Agency Consideration

Other agencies and the public are advised of pending projects as well as the selection of alternates, and suggestions and recommendations are solicited.

(a) Responsibility for Consideration

The Impact Evaluation Team and the Area Engineer give every consideration to suggestions from outside the Department, as a part of ongoing impact evaluation.

(b) Responsibility for Review

The Impact Identification Group considers suggestions from outside the Department as part of its review of Department proposals.

3.4 INVOLVEMENT OF OTHER AGENCIES AND THE PUBLIC

3.4.1 Introduction

In the planning and design of highway projects, an important objective is the development of highway components which

. . . eliminate or minimize adverse economic, social and environmental impacts

. . . provide safe and efficient transportation

. . . serve the best overall public interest.

In meeting this basic objective, the Department does not act alone. There must be early involvement on the part of other agencies (Federal, state and local) and the public. Accordingly, opportunities for interested parties to express their views early enough in the study process to influence the course of studies, as well as actions taken, are in order. To this end, the Department has written highway planning and design procedures with the purpose of assuring that information about the existence, status and results of studies are made available to the public throughout the course of both impact evaluation and planning design studies.

3.4.2 Dissemination of Information

Information is disseminated to other agencies and the public throughout the duration of project studies and such information is made as clear and comprehensible as practical.

The Department informs the public of its intention to proceed with Location Studies and subsequent Design Activities on those projects which have approved program documents. The "Letter of Intent" is the initial action in this stage. This letter not only informs the public of project selection, but also solicits comments and suggestions for alternates. Additionally, the Public Hearings Unit establishes a Project Notification List. Project Notification Lists initially contain those agencies, persons, landowners, civic associations, and interested groups located in the vicinity of the project. The Letter of Intent distribution is supplemented by the use of local area mass media. This notice provides project information in sufficient detail so the public can decide if there is interest in the impact of the proposed project. As interested parties contact the Public Hearings Unit their names are added to the appropriate Project Notification List. Persons, groups and agencies that had previously expressed an interest in a project during System Planning are also added to the list for that project. The Public Hearings Unit utilizes the Project Notification List to keep the public informed of the progress of the project and to solicit further comments from time to time. The Department's public involvement includes adequate public

notification of project status, and data under consideration, as well as public input into the system.

The number and types of forms that should precede the formal public hearing--such as workshops, informal meetings or meetings between individual members of the public and planners -- is tailored to the individual project. These forms are used to maintain and encourage the open and free exchange of information and views between the public and the Department throughout all stages of project development.

At least one public hearing is held at a convenient time and place or the opportunity for a hearing(s) is afforded on any Federal-aid project which requires the acquisition of significant amounts of right-of-way, substantially changes the layout or function of connecting roadways or the facility being improved, has a significant adverse impact on abutting real property or otherwise has a significant social, economic, environmental or other effect.

At the times indicated in the highway planning and design process (see flow chart located in back), the Public Hearings Unit releases project and systems information, through the mass media and by direct mail utilizing the Project Notification List for the following

(a) Selected Alternatives

Non-Department agencies and the general public are advised of the alternatives being considered.

(b) Report on Study Findings

Non-Department agencies and the general public are advised of findings covering the effects of alternatives, both beneficial and adverse, and the manner and extent to which specific groups, including minority, ethnic, and low - income groups, are affected.

(c) Relocation Assistance Programs

The general public is advised of such programs by the Public Hearings Unit and/or the Right-of-Way Bureau at all location and design public hearings. The Right-of-Way Bureau advises affected parties of the right-of-way required and relocation assistance program by personal contact and informational pamphlet. All affected parties are contacted personally and given firsthand, up-to-date information on right-of-way and relocation assistance programs and relocation plans.

(d) Proposed Project Development Schedule

Non-Department agencies and the general public are advised of the proposed time schedule of project development, including major points of public interest, such as right-of-way acquisition, construction or the like.

3.4.3.
Other Government Participation

Interested parties, including local governments and metropolitan, regional, state and Federal agencies, are encouraged to participate in an open exchange of views throughout the stages of project development.

(a) Notification Process

Initial involvement is solicited through the use of the established notification process by which appropriate non-department agencies, local governments, civic and inter-department agencies, local governments, civic and interested organizations are advised of proposed projects and the results of highway planning and design studies (refer to definition of A-95 Clearinghouse).

(b) Participation Process

The Impact Identification Group and other interested groups and agencies review highway planning and design activities at intervals designated at the highway planning and design process. Early coordination is effectively accomplished through correspondence, meetings and the like. Both the Impact Evaluation Team and Impact Identification Group are involved in the scoping process. As part of the early coordination and scoping, all applicable Federal requirements are identified so appropriate studies, analysis and consultation can be accomplished. Formal scoping meetings are necessary only on complex projects which involve several Federal agencies.

3.4.4
Public Involvement Procedures

The notification process with informal meetings and workshops, where appropriate, continues to be the means of informing and involving the public, in addition to the required hearings.

The Public Hearings Unit (see Subsection 2.1.3(2)) is responsible for keeping notification lists up-to-date. A special effort is made to seek out minority groups for addition to the Project Notification Lists, and for notification of public hearings.

3.4.5
Utilization of Area-Wide Agencies

As described in Section 2.3.2, the Impact Evaluation Team and the Area Engineer solicit the assistance of agencies having area-wide responsibilities in the coordination of viewpoints during project development.

3.4.6
Involvement of Area Transportation Organization

The Department continues its participation in the area transportation process in urbanized areas. These area transportation planning organizations have the responsibility for insuring the consideration of their proposed transportation plans. The Department's Planning and Research Bureau and Impact Evaluation Team provide technical input and participate in the planning process to the extent desired by the local organization.

3.5 SYSTEMATIC INTERDISCIPLINARY APPROACH

3.5.1
Introduction

The purpose of a systematic interdisciplinary approach is to insure the integrated use of the natural and social sciences and the environmental design

arts in planning and decision making. As a systematic approach it assures that project development proceeds in an orderly manner and that various aspects of many activities are coordinated and directed to projected completion. With the use of an interdisciplinary approach, there is the assurance that proper consideration is given to all pertinent factors and that critical issues in each alternative and the "trade-offs" between the issues are identified. The key is consideration of impacts--whether economic, social or environmental--by specialists in several disciplines.

3.5.2
Interdisciplinary Organization

The interdisciplinary organization, created to augment the Department's systematic disciplinary approach, is described in Section 2.3.

3.5.3
Recruitment

The Department of Highways, through its Personnel Division, has a recruitment program geared to the hiring of specialists in impact evaluation. Recruitment of personnel with ability to work in an interdesciplinary atmosphere concerned with economic, social and environmental study is undertaken through

. . . Department of Highways personnel application files

. . . State employment agencies

. . . Colleges and universities

Recruitment of these people requires a background of knowledge on the respective position or situation.

3.5.4

Skills Enhancement

The systematic interdisciplinary approach to highway planning, design, and impact evaluation requires the recruitment and training of personnel with skills which are appropriate and the development of appropriate career patterns, including management opportunities. Skills enhancement programs geared to providing Department personnel increased capabilities in an interdisciplinary environment are available through cooperative training programs being carried out by the University System, Personnel Division of the Department of Administration, and the Federal Highway Administration.

4. MONTANA ACTION PLAN PROCEDURES

4.1 Process Flow Chart

The process flow charts (located in the back of this manual) portray the Montana Department of Highway's Planning and Design Procedures and serve as the central focus of the MONTANA ACTION PLAN.

4.2 The MONTANA ACTION PLAN Concept

The procedures established for the MONTANA ACTION PLAN are described in Subsections 4.2.1, 4.2.2 and 4.2.3. These descriptions highlight those actions covering the compilation, review and evaluation of impact data, and the involvement of the public in the highway planning and design process. The social, economic and environmental data required for either a highway improvement planning or design study or a test of the validity of a specific improvement proposal or project is developed through an iterative process.

In each cycle, data is developed in greater detail, building on information already collected. Studies are developed in an interdisciplinary atmosphere with persons of differing expertise working together as a team to complete planning and location studies or design activities. The MONTANA ACTION PLAN procedures, or impact identification evaluation process involves two "levels" of impact evaluation: The Team (in-house specialists and disciplines gathered for assessing planning or design activity); and the Group (multidisciplined representatives from other agencies assisting in the identification and consideration of the economic, social and environment effects of proposed highway projects).

At any decision point in the process, a proposal or project may be referred back to an appropriate point in the process provided such referral results from the discovery that new information is sufficiently different in scope to invalidate a prior decision, or by the passage of time there is an indication of change in the direction of public needs or desires.

There are three major divisions or stages in the documented procedures--System Planning, Location Studies, Design Activities--with each stage divided into appropriate phases. Each stage and its phases are discussed in the subsections which follow. The discussions stress efforts made to involve the public and other agencies; to identify and consider economic, social and environmental effects; to identify and consider alternatives; to assure a systematic, interdisciplinary approach by utilizing the impact identification evaluation organization. The following dialogue makes up the descriptive subsections (Subsections 4.2.1, 4.2.2 and 4.2.3), and it is assumed the reader is making reference to the process flow charts previously referred to.

4.2.1 System Planning

System Planning is generally defined as the analysis of regional transportation needs resulting in the identification of transportation modes and corridors. It is an ongoing process involving many segments of the Department of

Highways, other agencies (local, state and federal), and the public. It is the basis for planning the general intent of the highway construction program. Specifically, System Planning covers the activity span from the initial identification to the authorization of projects by the Federal Highway Administration.

Functionally, Systems Planning falls into five categories corresponding to responsibility for selecting highway improvement proposals for advancement to project status and inclusion in the State Highway Program. These categories include system planning in:

I. Urban areas over 50,000 population commonly referred to as Urbanized Areas. These areas are required to have a 3-C transportation planning process

II. Urban areas under 50,000 population who have developed a transportation planning process which includes the various transportation committees.

III. Urban areas under 50,000 population who do not have a formalized transportation planning process.

IV. Rural Primary Highways

V. Secondary Highways in each of the State's 56 counties

In the first three categories system planning is essentially a joint effort among local governments and the Department. The Department's Planning and Research Bureau and the Impact Evaluation Team play major roles. Due to the similarity in the systems planning process for the first two urban categories, one path on the flow chart is used, with specific references to special requirements for urbanized areas.

For the rural primary system, the planning functions fall within the Department. Again, the Planning and Research Bureau and the Team have major roles. On the other hand, the prime input for shaping the county secondary system falls to the individual county governments in cooperation with the Department of Highways. The resources of the Department are available to the individual city governments. Although the Department's role is basically suggestive, it retains final authority on intercounty and interstate secondary system and project actions.

Existing highway systems and suggestions for improvement (from local officials, Department personnel, other agencies, and the public) are important consideration in System Planning. However, a very basic input into the planning process is a technical one. This technical input are the studies completed by the local study staffs and the Department through its Planning and Research Bureau. The Bureau and local planning agencies (urbanized areas) are responsible for a substantial amount of the data collection, inventory efforts, and mapping, as well as the distribution of the developed material that goes into the system planning effort. Additionally, the Bureau provides documentary input relating to

. . . the National Transportation Planning Studies (MPHS)

. . . the Highway Functional Classification and Needs Study

. . . Safety Studies

. . . Traffic Studies

. . . Comprehensive Transportation Plans

. . . Sufficiency Ratings

. . . and Special Studies.

A common reference document will be the adopted Comprehensive Plan for the pertinent locality.

There are currently two urbanized areas in Montana--Billings and Great Falls, and five urban areas, Bozeman, Butte, Helena, Kalispell and Missoula--where System Planning is carried out through the continuing-cooperative-comprehensive (3-C) planning process. This planning process stems from the 1962 Federal-Aid Highway Act requiring a continuing, cooperative and comprehensive transportation planning process in cities over 50,000 in population. The Montana Department of Highways has extended the 3-C planning process to include those small urban areas who have requested assistance. This process is a continuing appraisal of needs, developed as a cooperative effort among local governments, (generally municipalities and county) and the Department, resulting in a comprehensive transportation plan for the overall community.

Transportation plans have been developed and are updated periodically in the two urbanized areas. These plans include a long range element consisting of projects necessary to accommodate traffic volumes projected 20 years in the future and a transportation systems management (TSM) element which provides for the short range transportation needs of the urbanized area by making more efficient use of the existing transportation network. A transportation improvement program (TIP) covering a 3-5 year period is developed annually by the study staffs of the urbanized areas. Projects contained in the annual element of the TIP are selected from both the long range and the TSM element. For both urbanized areas and the other urban areas with organizational structures responsible for the 3-C planning, the processes are similar. The organizations include: a policy coordinating committee (PCC) made up of the chief executive of both the city and county, the president of the joint planning board, and the administrator of the Department of Highway's Engineering Division; a technical advisory committee (TAC) composed of technical persons from city and county governments and the Department of Highways; and a citizens' advisory committee or some other public involvement process which provides an opportunity for citizen participation (representing a cross section of the areas economic and social classes) in local transportation planning. The Federal Highway Administration is represented on both the policy and technical committees.

The Department's Planning and Research Bureau, which is part of the study staff, provides technical assistance to the transportation planning process. The adopted transportation plan is subjected to routine review annually. The review process,

while involved with keeping data on land use, population, economic factors and information of system characteristics current, is concerned principally with measurement of change as an indication of the need for major reviews and plan reevaluation.

At such time as the annual surveillance procedures indicate that substantial changes have occurred in the urbanized areas which are causing growth patterns to deviate drastically from the projections an update and/or plan reevaluation is initiated.

Information and data for all system revisions are submitted by the study staff to the technical advisory committee for review. Subsequent recommendations for system additions, deletions or modifications are reviewed by committees and local governing bodies as a step in the process of developing formal recommendations for the adoption of revised systems. However, the final local approval of system revisions is the responsibility of the Policy Committees.

Citizens advisory groups and the Impact Identification Group provide both a review and an input function, i.e., recommend alternate network configurations which can be studied and result in a recommendation, comprising the best features of a group of alternatives. Citizens may also participate directly by attending the technical committee meetings which are always open to the public.

The specific methods which govern this process are detailed in the appropriate 3-C prospectus. Specific questions regarding various aspects of the 3-C process may be directed to:

Montana Department of Highways
Chief, Planning and Research Bureau
2701 Prospect
Helena, Montana 59620

Billings City-County Planning Board
Fourth Floor Parmly Bldg.
510 North Broadway
Billings, Montana 59101

Bozeman City-County Planning Board
City Hall
Bozeman, Montana 59715

Butte-Silverbow Planning Board
155 West Granite
Butte, Montana 59701

Great Falls City-County Planning Board
P. O. Box 5021
Great Falls Civic Center
Great Falls, Montana 59403

Helena Area-Wide Planning Organization
City County Building
Helena, Montana 59623

Kalispell Area-Wide Planning Organization
Flathead Regional Development Office
Courthouse East
Room 414
Kalispell, Montana 59901

Missoula City-County Planning Board
301 West Alder
Missoula, Montana 59801

Of the functional areas within System Planning, the 3-C process is the most formal.

Within the span of activity encompassed by System Planning, there are three phases of sub-activity covering

. . . System Studies

. . . Project Selection/Initiation

. . . Project Formulation

Each of the first two phases is divided into paths to be taken, based on given situations.

A. SYSTEM STUDIES PHASE (See flow chart)

Within systems studies, there are four separate paths which are referred to as

. . . 1. Urban Highway Systems in cities with a formal transportation planning process (go to page 36)

. . . 2. Urban Highway Systems without a formal transportation planning process (go to page 39).

. . . 3. Statewide Rural Federal-Aid Primary System (go to page 40)

. . . 4. Federal-Aid Secondary System (go to page 41)

1. Urban Highway Systems Planning for Cities with a Transportation Planning Process

During urban highway systems planning satisfactory impact identification evaluation is a required input. However, the impact evaluation activities (data collection and studies) are not necessarily conducted by Department staff. Local agencies have the responsibility for either completing impact evaluation activities or requesting the services of the Department's Impact Evaluation Team for the conduct of the necessary impact evaluation activities. Regardless of how impact evaluation activities are carried out, the results

are subject to review by the Impact Identification Group (through the Department's Planning and Research Bureau) early in the planning effort. At a later step in the planning effort, the Impact Evaluation Team reviews recommendations for system changes. The review is to determine the validity of previous impact evaluation activities and to recommend additional activity, when appropriate.

Where local planning staff is available, it is appropriate that the staff conduct the requisite impact evaluations because these evaluations can serve as one of the steps in its test of plan validity for the comprehensive planning effort underway.

For urban highway systems planning, the procedures established for the Systems Studies phase follow.

a. Identification of Transportation Needs

1.* Systems studies for urban highway systems planning begins with the existing urban highway system and its adequacy as a step in the process of identifying urban transportation needs. A basic identification could be that changed conditions are of such magnitude that revision of the transportation element is necessary. Following this initial identification, and under the direction of the Technical Committee

*This number corresponds to the appropriate block referred to on the flow chart.

2. The study staff conducts impact evaluation studies on the economic, social and environmental effects of proposals and alternative courses of action, including a no-project alternative.

3. Transportation suggestions are received from the public and other agencies.

4. DOH Planning and Research Bureau (with Impact Evaluation Team) makes appropriate
5. studies as necessary.

b. Review and Analysis of Data

6. Input at this point is the review and analysis of data by the Technical Advisory Committe,(TAC). Should TAC find a need for additional data, data needs are referred back to the appropriate data supplier. If the necessary data is sufficient TAC will recommend that the PCC approve the transportation plan.

c. Prepare Transportation Element

7. Once the review and analysis is complete, the study staff prepares the transportation element as an input into the local comprehensive planning effort. As the plan preparation element develops.

8. DOH Planning and Research Bureau reviews planning efforts in concert with the
9. Impact Identification Group, as a check on planning effort adequacy and the
10. selection of alternative courses of action. (Impact Evaluation Team may provide input)

The overall effort functions as a part of an iterative process of plan development. Once the process is complete, the transportation element is then subject to adoptive action.

d. Adoption of Transportation Plan

Adoptive action includes activities by

11. Appropriate local officials schedule and hold public hearings.

12. Appropriate local officials adopt plan.

13. Policy Coordinating Committee reviews and approves plan.

14. The Department of Highways approves the Transportation Plan.

e. Updating Transportation Plan

Once the transportation plan is adopted, all elements are subject to updating procedures. The updating efforts for the transportation plan evolves from the process where:

15. The public, other agencies, citizens advisory groups, and the local planning agency develop suggestions for updating.

16. The study staff reviews, analyzes, updates data and make recommendations to the Technical Advisory Committee for updating.

17. The Technical Advisory Committee reviews the recommendations of the study staff and if the Committee agrees then TAC's recommendation is transmitted to the Policy Coordinating Committee for final approval.

18. If the Policy Coordinating Committee accepts the recommendations of the Technical Advisory Committee concerning the need for updating the transportation plan the Policy Coordinating Committee refers the transportation element back through the process for the purpose of producing an updated transportation plan.

f. Review Proposed System Changes

Proposed system changes may develop from a transportation plan. Revisions of the urban system are initiated by the local governing body and revisions of the urban primary system are intiated by the Department of Highways.

19. Impact Identification Group reviews proposed changes, particularly as to the adequacy of impact evaluation activities.

20. DOH Planning Research Bureau reviews proposed systems changes for purpose of making recommendations to the Adminstrator-Engineering Division.

21. Administrator-Engineering Division reviews proposed system changes for purpose of advising the Director of Highways.

22. Director of Highways reviews and approves system changes and forwards to the Highway Commission for concurrence. Highway Commission concurs in the Director's recommendation for system additions or deletions and advises the Administrator of the Engineering Division.

23. The Administrator of the Engineering Division advises the Chief of Planning and Research Bureau of the Commission Action.

24. Chief of Planning and Research Bureau requests approval from the FHWA for the requested system additions or deletions.

25. FHWA reviews and approves system changes.

26. Planning and Research notifies local agencies of approval.

The plan passes onto the Project Selection Phase (go to page 42)

2. Urban Highway Systems Planning in Urban Areas Without 3-C Process

Systems Planning, in smaller cities over 5000 population that do not have an established 3-C Planning Process, is the primary responsibility of the appropriate local officials. Urban Systems in all the smaller urban areas are established by the local officials with the concurrence of the Department of Highways.

Impact evaluation is generally the responsibility of the appropriate officials in cooperation with the Department of Highways.

For urban highway systems planning the procedures established follow.

a. Identification of Urban Highway Needs

41. The existing urban highway system is the basic reference point in the
42. development of recommendations for system changes (i.e., deletions
43. and/or additions). Suggestions for changes come from the public, other
44. agencies, local governing bodies, and from the City-County Planning Board. The appropriate local officials initiate the identification of the economic, social and environmental impact of suggested system changes (IET Input as required).

b. Review of Suggestions

45. Suggestions for system changes in the urban highway system are reviewed by the City-Council, the Board of County Commissioners, and the local City-County Planning Board. A list of changes is prepared for submission to the City Council and the Board of County Commissioners. The City Council and the Board of County Commissioners approve the suggested changes and submit them to the Chief of the Planning and Research Bureau.

46. . . .The Planning and Research Bureau reviews suggested system changes and
47. if the necessary documentation is sufficient submits the proposed system changes to the Environmental Impact Identification Group for review and comments. A recommendation for system action is forwarded to the Administrator of the Engineering Division.

48. . . .Administrator-Engineering Division reviews recommendations on selected system changes and forwards recommendations to the Director of Highways.

49. . . .Director of Highways reviews, approves system changes and forwards to the Highway Commission for concurrence.

49. . . .Highway Commission concurs in recommendations from the Director of
50. Highways and notifies the Administrator of Engineering of their actions.

50. . . .Administrator-Engineering Division notifies the Chief of the Planning and Research Bureau of Commission action.

51. . . .Chief of Planning and Research Bureau requests approval from FHWA for system changes.

52. . . .FHWA reviews and approves system changes.

53. . . .Planning and Research notifies local agencies of approval.

(Smaller Urban Process continues page 43)

3. System Studies Procedure for Statewide Rural Primary System

Statewide Rural Primary System planning is the process of developing a Statewide primary road system for rural areas. The Statewide primary system was revised on June 30, 1976 to conform with the 1985 Functional Classification Study and the 1973 Federal-Aid Highway Act. This system is reviewed periodically to determine if there are any additions and/or deletions. The Department of Highways also cooperates with the Federal Highway Administration, the U. S. Forest Service and other Federal agencies in the development of Forest Highway Proposals through the project selection phase. Impact evaluation is the direct responsibility of the Department of Highways. This evaluation is undertaken in concert with the local planning agency (where such exists) and the Division Construction Supervisor. For Statewide primary systems planning, the procedures established for the System Studies follow.

a. Identification of Primary Highways Needs

67. The existing primary highway system is the basic reference point in
68. developing recommendations for systems changes (i.e., deletions
69. and/or additions). Suggestions for changes come from the public, other
70. agencies, local governing bodies, and from within the Department of Highways based on technical studies completed by and for the Department. The Impact Evaluation Team assists in the identification of economic, social and environmental impacts of suggested system changes.

b. Review of Suggestions

71. Suggestions by appropriate local officials for the Statewide Primary Highway System are forwarded to the Department's Planning and Research Bureau as a starting point in review of any changes by appropriate local officials.

c. Review of System Changes

Suggestions for System Changes are subject to review in the interest of producing primary highway system proposals. Review activities include activities of

. . .DOH Planning and Research Bureau reviews suggested system changes in concert with the Impact Evaluation Team and the Impact Identification Group, and forwards recommendations to the Administrator-Engineering Division.

. . .Administrator-Engineering Division reviews recommendations on selected system changes and forwards recommendations to the Director of Highways.

. . .Director of Highways reviews and approves system changes and forwards to Highway Commission for concurrence.

. . .Highway Commission concurs in the Director of Highways recommendation and notifies the Administrator of Engineering of their action.

. . .Administrator-Engineer notifies the Chief of the Planning and Research Bureau of the Commission Action.

. . .Planning and Research Bureau requests system changes approval from FHWA.

. . .FHWA reviews, and approves requested system changes.

. . .Planning and Research notifies local agencies of the approval.

The planning effort passes on to the Project Selection Phase (Go to Page 42)

4. System Studies Procedures for Federal-Aid Secondary Highway System

Intercounty secondary highway system planning is the responsibility of the Department of Highways in cooperation with the counties involved. Intracounty secondary highway system planning is the responsibility of the Board of County Commissioners in cooperation with the Department of Highways in each of the State's 56 counties. The intercounty Federal-Aid Secondary Highway System is developed in accordance with the Functional Classification Study and the criteria of the Department of Highways for an interconnected system. The intracounty Federal-Aid Secondary System is developed in accordance with the Functional Classification Study in response to local desires. The identification of economic, social and environmental effects can be data input from local sources. The Board of County Commissioners or the Division Construction Supervisor submits a short statement on the probable environmental effects, if any, of adding a particular route to the Federal-Aid Secondary System. This statement is submitted along with the request for system action to the Manager, Secondary Unit.

For the Secondary Highway Systems planning, the procedures established for the systems studies phase follow.

a. Identification of Secondary Highway Needs

The secondary highway system in each county is the basic reference point in developing recommendations for system changes (i.e., additions and/or dele-

tions). Suggestions for changes come from the public, municipalities, County Commissioners, other agencies, and from within the Department of Highways based on technical studies completed by and for the Department, and where such exists, the local planning agency. Recommendations from within the Department of Highways are developed in concert with the Impact Evaluation Team. Proposals are subjected to impact evaluation concerning the economic, social and environmental effects of each proposal and selected alternative courses of action, including the no-action alternative.

b. Review of Suggestions

The appropriate County Commissioners review suggested system changes on the count secondary system. The appropriate County Commissioners accept, modify or reject suggestions. Accepted changes are forwarded to the Department of Highways as Recommended Secondary Systems Changes additions, deletions and/or modifications. The Department must approve or reject local agency actions involving intercounty or interstate secondary systems.

c. Review of Secondary System Changes

Review of secondary highway system changes for a county are reviewed by

. . .DOH Manager - Secondary Unit - reviews the changes in concert with the Impact Evaluation Team and the Impact Identification Group recommending secondary highway system changes and making recommendations to the Administrator Engineering Division.

. . .Administrator-Engineering Division reviews approves, and forwards recommended secondary highway system changes to the Director of Highways.

. . .Director of Highways reviews recommendations on selected system changes and forwards to Highway Commission for concurrence.

. . .Highway Commission concurs in the Director of Highways recommendation and advises the Administrator of Engineering Division of their action.

. . .Administrator of Engineering Division advises the Planning and Research Bureau and the Manager-Secondary Unit of the Commission action.

. . .If the Commission approves, the Planning and Research Bureau requests approval from FHWA for systems actions concurred in by the Highway Commission and advises the appropriate local officials of the action taken by the Commission.

. . .FHWA reviews and approves secondary highway system changes and notifies D.O.H.

. . .Manager-Secondary Unit notifies appropriate local officials.

The planning effort passes on to the Project Selection Phase.

B. PROJECT SELECTION PHASE

In the Project Selection Phase, proposals for highway improvements which have evolved into projects are assigned priorities for consideration as part of the

future construction program. The Project Selection Phase includes separate paths referred to as

. . . 1. Urban highways in cities with a 3-C process (Go to page 43)

. . . 2. Urban highways in cities over 5,000 without a 3-C process (Go to page 44)

. . . 3. Statewide Rural Primary Highways (Go to page 45)

. . . 4. Secondary Highways (Go to page 45)

The basic difference in any of the four paths followed, relates to the responsibility for establishing and approving project selection. Once projects are selected and local priorities established, the process passes to the Project Formulation phase.

1. Project Selection Phase for Urban Highways in Cities with a 3-C Process

Project selection for urban highways is subject to the area transportation study 3-C process. The selection process begins with project suggestions and with the approved urban highway system as basic reference point. The Policy Coordination Committees have the responsibility for final approval of project selections and the establishing of priorities for construction.

For urban area highways, the procedures established for the Project Selection phase follow.

a. Project Suggestions Input

Project suggestions come from

27. . . . the public

28. . . . other public agencies

29. . . . citizens advisory committee

30. . . . city-county planning board

31. . . . Department of Highways

32. The local planning agency will provide impact evaluation data, but if this
33. data is insufficient the Planning and Research Bureau will request the necessary information from the Impact Evaluation Team.

b. Establish Project Selections

Following needs studies undertaken by the study staff, the Technical Advisory
34. Committee (TAC) reviews project suggestions based upon the approved transportation plan. Following the approval by TAC of the project selections and construction prioritities a Transportaiton Improvement Program (TIP) is
35. prepared for cities of over 50,000 population. The TIP or the list of project selections and construction priorities are then submitted by TAC to the Policy Coordinating Committees (PCC) with recommendations for approval.

c. Project Selection Listing or TIP Approvals

36. . . . Policy Coordinating Committee reviews reports on project selections and construction priorities (or TIP in cities over 50,000 population) approves or rejects project selections.

37. . . . The PCC advises the appropriate local officials which of the projects they approved for construction within the urban area.

38. . . . The Planning and Research Bureau distributes the list of approved project priorities or the TIP to the Administrator of Engineering Division and the FHWA.

39. . . . The FHWA, UMTA, and EPA must accept the TIP for urban areas over 50,000 in population.

40. . . . Planning and Research Bureau notifies project control and the appropriate local officials of FHWA action.

Once the project selection activities are completed, the process passes to the project formulation phase. (Go to page 46.)

2. Project Selection Phase for Urban Area Highways in Cities over 5,000 without a 3-C process

Project selection for urban highways in cities in this category is not subject to the transportation study 3-C process. Again, the selection process begins with the project suggestions. The approved urban highway system is the basic reference point and the selection process rests with the responsible local officials who have been defined as the Mayor, the City Council and the Board of County Commissioners. The procedures established for the Project Selection Phase for Urban System highways in cities over 5,000 in population without a 3-C process follow:

Urban System Highways in Cities over 5,000 in population without a 3-C process

a. Project Suggestion Input

54. thru 60. The basic inputs are project suggestions by the City Council, Citizens Advisory Committee, Board of County Commissioners, the Public, other agencies, and the City-County Planning Boards. The DOH Planning and Research Bureau, the City-County Planning Board and the DOH Impact Evaluation Team provide appropriate data as required.

b. Establish Project Selections

61. The basic inputs are reviewed by the City Council, Board of County Commissioners, and the City-County Planning Board. Projects are selected for approval and construction priorities established.

c. Project Selection Approval

61. 62. 63. The City Council and the Board of County Commissioners review the list of proposed projects, and approve the project selections and construction priorities. The approved list is then forwarded to the Planning and

64. Research Bureau. The Planning and Research Bureau distributes the list
65. of locally approved project priorities to the Administrator of Engineering
66. Division and the Project Control Unit Manager for their review and approval. Once the Planning and Research Bureau receives their approval the list is submitted to FHWA for their information. The local officials are notified by the Planning and Research Bureau of approval.

Project Selection activities are complete, the process passes to the Project Formulation Phase (Go to page 46.)

3. Project Selection Phase for Primary Highways

The process of project selection for primary highways is, for the most part, a Department of Highways operation. The approved Primary Highway System is the basic reference point.

For Primary Highways, the procedures established for the Project Selection Phase follow.

a. Project Suggestion Input

81. Suggestions for projects to be considered for the establishment of priorities
82. are received from the public, other agencies and the Department of Highways.
83. DOH Planning and Research and Preconstruction Bureau produce reports and
84. conduct studies for data input into the Project Selection Phase.

b. Establish Project Selection Rural Areas

86. Division Construction Supervisors and the Administrator of the Engineering
87. Division have the responsibility for reviewing project suggestions, receiving data on economic, social and environmental effects from the Impact Evaluation Team and establishing Project Selections.

c. Establish Project Selection in Urban Areas

Projects on the urban extensions of primary highways are developed by the
88. Division Construction Supervisor and the Administrator of Engineering Division in cooperation with the responsible local officials in cities of over 5,000 in population and in accordance with the 3-C process, where applicable.

89. The Department of Highways Planning and Research Bureau notifies local officials and Project Control of selections. The process then passes to the Project Formulation Phase (Go to page 46).

4. Project Selection Phase for Secondary Highways

The process of project selection for secondary highways is a cooperative effort between the Department of Highways and the local Boards of County Commissioners. The basic procedures follow:

a. Project Suggestion Input

104. Project suggestions are received from the County Commissioners. The Department
105. of Highways can suggest projects to the County Commissioners, but, according

to state statutes, County Commissioners must approve project selections before the DOH can obligate funds for a project.

b. Data Input

The Planning and Research Bureau provides local officials with any requested data, such as traffic volumes, present roadway geometrics, etc. The Manager-Secondary Unit coordinates the efforts of the Impact Evaluation Team in the development of the Impact Evaluation Data.

c. Project Selection Review

Projects on intercounty routes are coordinated by the Department of Highways in cooperation with the appropriate local officials.

The County Commissioners review the data and produce a list of suggested projects on the intracounty secondary system.

d. Feasibility Review

The project selections on the intracounty and intercounty secondary system are forwarded to the Secondary Unit Manager where they are reviewed for feasibility. If sufficient documentation has been provided the Secondary Unit Manager will forward project recommendations to the Administrator of the Engineering Division for further processing. The Manager of the Secondary Unit notifies appropriate local officials and Project Control of project selections and the process passes into the Project Formulation Phase.

C. PROJECT FORMULATION PHASE

This is the Coordinating phase between basic system planning studies and project development. It begins with project selections and ends with FHWA approval of the PC-11 request. Any section of highway, if it is to pass beyond the stage of a Project Selection, must be evaluated and fitted into an approved highway program. Thus, project formulation is an evaluation process leading to project implementation.

Program inputs come from urban highway systems proposals, the Statewide primary systems proposals, and county secondary systems proposals. Following these inputs, fiscal controls are established which place constraints on completing all desired highway improvements. Proposals from the various systems are compiled and evaluated, resulting in the designation of a program of needed highway improvements, developable within the limits of the fiscal resources available to the Department.

The Project Formulation Phase utilizes the same procedure for all types of projects and this is the point in the action plan process where, for the first time, Project Selections come under the complete review of the Department of Highways headquarters. The Impact Evaluation Team and Impact Identification Group both review data forwarded in support of Project Selection for the purpose of assessing the adequacy of the consideration of economic, social and environmental effects.

An important document derived from the Project Formulation Phase is the "Tentative Construction Program." This public document, developed by the DOH Project Control Unit is published annually for the benefit of Department personnel, Local, State and Federal planning authorities, and the Public. It lists those highway improvements tentatively programmed for each fiscal year of a certain future period. This schedule of highway improvement is very tentative due to the uncertainty of the future availability of State funds and Federal appropriations. While the "Tentative Construction Program" represents a highway improvement goal toward which the Department is striving, it is not a definite commitment or promise of construction priority of any particular highway. It is the result of careful analysis of Statewide public needs, balancing of priorities, and anticipated available resources.

From the "Tentative Construction Program" the Project Control Unit prepares a list of projects which are expected to go to contract during ensuing calendar year. This list is known as the "Annual 105 Program" and is coordinated with other Federal programs via the A-95 Clearinghouse. The "Annual 105 Program" is subject to approval by the Federal Highway Administration.

The established schedule for Project Formulation activities follows.

PROJECT FORMULATION
Highway Improvement Proposals

a. Feasibility Review

116. Administrator-Engineering Division reviews Project Selections for feasibility and forwards documentation on feasible project to the Manager-Project Control.

b. Funding Analysis

117. Manager-Project Control completes funding analysis for Project Selections and forwards to Administrator-Engineer Division for preparation of "Tentative Construction Program."

c. Tentative Construction Program

118. . . . Administrator-Engineering Division reviews Project Selections and funding analysis and recommends "Tentative Construction Program."

118. . . . Tentative Construction Program forwarded to the Director of Highways and the Impact Identification Group.

d. Approved Action

119. . . . In concert, the Director of Highways reviews and approves, and the Highway Commission concurs in the "Tentative Construction Program."

120. . . . The Manager-Project Control Unit prepares the "Annual 105 Program" of those projects which can be reasonably expected to go to contract in the ensuing calendar year.

121. . . . Upon approval of the "Annual 105 Program" by the Administrator-Engineering

122. Division, the Manager-Project Control Unit sends a "Project Notification and Review" statement to the A-95 Clearinghouse and requests and receives clearance.

122. . . .The Manager-Project Control Unit requests approval of the "Annual 105 Program" by the FHWA.

123. . . .FHWA reviews and approves the "Annual 105 Program."

124. With approval by the FHWA, the Manager-Project Control prepares and distributes individual project (PC-11) documents and a proposed highway improvement project moves from Systems Planning to the Location Studies stage of plan development.

4.2.2.
Location Studies

Location Studies refer to those actions and considerations in the highway planning and design process which follow System Planning and lead to Design Activities. Location Studies end with approval of the selected location and authorization for a design survey.

Location studies consider possible corridors and location alternatives. The result is a refinement of possible locations and the selection of a specific highway alignment.

Location Studies are the responsibility of the Preconstruction Bureau. Other bureaus, section and units contribute, as appropriate.

The initial activities during Location Studies are the issuance of the "Letter of Intent" and the initiation of the Project Notification List (see Subsection 3.4.2)

During the Location Studies Stage, project development is to the point where preliminary design work begins. Location Studies provide for the identification of viable alternative locations for a project with adequate development and consideration of the economic, social and environmental effects of the alternatives. The public is kept informed of project development and progress throughout the process utilizing public informational meetings and workshops when deemed appropriate. Furthermore, the Department of Highways will hold a public hearing to solicit public input into the process prior to selection of a preferred alternative location. Throughout the Location Studies stage and throughout the remainder of the planning and design process, a data base is being accumulated in the project files, documenting the projects development. The basis for past decisions is always available for reconsideration. The Location Studies stage is segmented into three general areas, including

. . . (1) alternative identification and accumulation of economic, social and environmental data (Preliminary Phase)

. . . (2) preparation of Environmental & Location studies (Report Phase)

. . . (3) location approval (Approval Phase).

A. Alternative Identification and Impact Data Accumulations

This phase of Location Studies begins upon the receipt of approval of the project document from Project Control which authorizes funding of location studies, including the cost of impact evaluation activities. It terminates with the Area Engineer's distribution of the Preliminary Environmental Review/ Environmental Assessment.

The established schedule for the preliminary phase follows.

LOCATION STUDIES PRELIMINARY PHASE
Highway Improvement Projects

a. Notification Activities

125. . . .The Area Engineer distributes "Letter of Intent" to addresses on Project
126. Notification List; this includes the notifications of the Impact Identification Group. For minor projects, a news release is issued instead of the "Letter of Intent."

b. Begin Location Studies

127. . . .Area Engineer establishes criteria from data forwarded from Systems
128. Planning, selects alternative locations to study in consultation with the Impact Evaluation Team, and conducts a project field review.

129. . . .In an interactive effort with the Area Engineer, the Impact Identifica-
130. tion Group reviews selected alternatives.

131. . . .Following selection of alternatives, the Preconstruction Bureau Chief adds to the Impact Evaluation Team as required.

132. . . .Area Engineer requests economic, social and environmental data from
thru Impact Evaluation Team and compiles data. Concurrently, the Area
138. Engineer is receiving comments on selected alternatives from the public, other agencies and interested groups as requested in the "Letter of Intent;" schedules informal public meetings if reaction to the letter of intent or other public input indicates there is a need.

139. . . .When the impact evaluation data collection is complete and comments on alternative selections received, the Impact Evaluation Team makes impact evaluation studies on all alternatives, including the no-project alternative, and forwards developed studies to the Area Engineer.

140. . . .Area Engineer receives and reviews the impact evaluation data and prepares a preliminary environmental review (PER)/environmental assessment (EA) document containing a determination as to the "Level of Action", i.e., a major action with significant impact, a major action with non-significant impact, or a non-major action.

142. . . .The Preconstruction Bureau Chief reviews and signs the preliminary
141. environmental review/environmental assessment and sends it to the Impact Identification Group for review.

143. . . .The Federal Highway Administration reviews and approves the preliminary environmental review/environmental assessment concurring with the "Level of Action" determination.

144. . . .The Area Engineer distributes the preliminary environmental review/
145. environmental assessment to various interested agencies.

B. Preparation of Environment Report

This Report Phase follows one of three paths, dependent upon the "Level of Action Determination" contained in the preliminary environmental review (PER)/ environmental assessment (EA). The corresponding required environmental document and procedures follow.

"Level of Action"	Document
1. Major action with Significant Impact -	Environmental Impact Statement (page 50)
2. Major action with Non-Significant Impact -	Finding of No Significant Impact (page 52)
3. Non-major action -	Categorical Exclusion (page 53)

LOCATION REPORT PHASE
Environmental Impact Statement

a. Prepare EIS - Major Action with Significant Impact

147. . . .Area Engineer, with the assistance of the Impact Evaluation Team pre-
148. pares Draft Environmental Impact Statement (or EIS/4(f)) which also serves as the draft "Location Study Report." This document contains the assessment of the anticipated significant beneficial and detrimental effects of the proposed project as determined through the scoping efforts of the team, group and other agencies involved.

149. . . .Area Engineer circulates the draft within the Department for comment.

150. . . .Area Engineer receives comments and forwards the draft to the Chief of Preconstruction Bureau who takes it to the Impact Identification Group for review.

151. . . .Impact Identification Group reviews the draft EIS and forwards comments to the Area Engineer.

152. . . .Area Engineer completes draft EIS revision and forwards to Administrator-
153. Engineering Division. The Administrator - Engineering Division reviews, signs, and sends the draft EIS to the Division Administrator of the Federal Highway Administration requesting his approval and signature.

154. . . .Federal Highway Administration reviews draft EIS and approves for distribution.

155. . . .Area Engineer, following Federal Highway Administration adoption, distributes draft EIS to Project Notification List and others prior to Public Hearing.

b. Public Information

156. . . .Public Hearings Unit schedules, gives appropriate notice, and conducts the appropriate public involvement meeting including a public hearing or an opportunity for a hearing.

157. . . .Area Engineer, with the assistance of the Impact Evaluation Team (pro-
158. vides economic, social and environmental input), assembles and reviews draft EIS and Public Hearing comments.

159. . . .Impact Identification Group reviews assembled package and returns comments to Area Engineer.

160. . . .Area Engineer, after review of all project documentation, including impact evaluation data and Group's comments, recommends a preferred location to the Administrator - Engineering Division.

161. . . .Administrator-Engineering Division reviews project and presents to the Director of Highways and the Highway Commission.

162. . . .Director of Highways reviews project and approves hearing (with concurrence of Highway Commission).

c. Final EIS

163. . . .Area Engineer prepares Final Environmental Impact Statement (or
164. EIS/4(f)), with economic, social and environmental input from the Impact Evaluation Team.

164. . . .Area Engineer circulates final EIS for internal departmental distribution of Final EIS.

165. . . .Preconstruction Bureau Chief reviews Final EIS as does Impact Identifi-
166.& 167. cation Group & Impact Evaluation Team.

168. . . .Administrator-Engineering Division reviews and approves Final EIS (or EIS/4(f)).

169. . . .Area Engineer receives notice from FHWA that the Final EIS (or EIS/4(f)) was filed with Environmental Protection Agency (Federal Register Publication date).

170. . . .Area Engineer distributes Final EIS (or EIS/4(f)).

171. . . .Area Engineer requests location approval from Administrator-Engineering Division.

Proceed to Location Approval Phase (page 53)

LOCATION REPORT PHASE
PER/EA/FONSI

a. Prepare Finding of No Significant Impact (FONSI) PER/EA/FONSI

. . .Area Engineer, with the assistance of the Impact Evaluation Team prepares PER/EA/FONSI.

. . .Area Engineer circulates the draft within the Department for comment.

. . .Area Engineer receives comments and forwards draft to Chief of Preconstruction Bureau who presents it to the Impact Identification Group for review.

. . .Impact Identification Group reviews the draft Environmental Assessment/ FONSI and sends their comments to the Area Engineer.

. . .Area Engineer completes PER/EA/FONSI revisions and forwards to the Chief-Chief-Preconstruction Bureau who reviews it, comments, signs and forwards to the Federal Highway Administration.

. . .Federal Highway Administration reviews draft PER/EA/FONSI and approves for distribution.

b. Public Information

. . .Area Engineer, following Federal Highway Administration adoption, distributes draft PER/EA/FONSI to Project Notification List prior to Public Hearing.

. . .If necessary the Public Hearings Unit schedules, gives appropriate notice, and conducts public hearing or provides an opportunity for appropriate public involvement.

. . .Area Engineer, with the assistance of the Impact Evaluation Team providing economic, social and environmental input, assembles and reviews all PER/EA/FONSI and public hearing comments.

. . .Area Engineer, after review of all project documentation, including impact evaluation data, recommends preferred location to Administrator-Engineering Division.

. . .Administrator-Engineering Division reviews project and forwards to Director of Highways.

. . .Director of Highways reviews project and approves hearing with the concurrence of the Highway Commission and returns to Area Engineer.

c. Final PER/EA/FONSI

. . .Area Engineer prepares Final PER/EA/FONSI with economic, social and environmental input.

189. . . .Preconstruction Bureau Chief reviews Final PER/EA/FONSI and approves it.

190. . . .FHWA reviews and approves Final PER/EA/FONSI.

191. . . .Area Engineer distributes Final PER/EA/FONSI and requests location
192. approval from the Administrator-Engineering Division.

Proceed to Location Approval Phase (Page 53)

LOCATION REPORT PHASE
PER/Categorical Exclusion (C.E)

The Council of Environmental Quality (CEQ) regulations state that Categorical Exclusions are a listing of categories that are not major actions and do not involve significant environmental impacts. Under present CEQ regulations, the categorical exclusion list is a national list which cannot be modified at the FHWA Division Administrator Office level.

The FHWA has to concur with the Area Engineers determination that a project qualifies as a categorical exclusion.

(C) Request for Location Approval

The Location Approval Phase is the point in the highway planning and design process where information on the location (highway alignment) is approved by the Department and distributed to the public and the FHWA when required.

During location approval, by law, the Department must have approval from local authorities if the proposed highway project will bypass any incorporated city. This is for a non-existing bypass road proposal.

The established procedures for the Approval Phase follow.

LOCATION STUDIES APPROVAL PHASE
Highway Improvement Projects

Location Approval

193. . . .Administrator-Engineering Division gives location approval.

194. . . .Public Hearings Unit places newspaper notice to publicize location approval.

195. . . .Area Engineer authorizes survey of approved alternate.

The project then enters the Design Activities process.

4.2.3
Design Activities

Design activities are generally defined as those actions and considerations in the highway planning and design process which take place after approval of a

selected highway alignment, and proceeds through the approval of plans, specifications and estimates.

. . .the Design Planning Report, setting the criteria to be used in the design of a highway project

. . .the Final Plan, covering the preparation of comprehensive, detailed final contract plans.

Design Activities are the responsibility of the Preconstruction Bureau. Other bureaus, sections and units contribute, as appropriate.

During project Design Activities, the detailed plans that are required to construct a highway segment are prepared. Design Activities are roughly divided into three general phases including: (A) the establishment of the design criteria, (B) the preparation of preliminary plans, and (C) the preparation of final plans. The MONTANA ACTION PLAN development process stresses early public involvement during Systems Planning and Location Studies Stages. In the Design Activities stage, detailed engineering plans are produced to meet the criteria established as part of System Planning and Location Studies.

Concurrently with, or before the preliminary plan-in-hand, the Area Engineer reviews preliminary plans and sends them to the Department of Fish, Wildlife and Parks for review and approval in accordance with the Stream Preservation Act.

By the time a project reaches Design the Department of Highways has provided sufficient forums so by now the interested public is well aware of the economic, social and environmental data compiled, available for and considered in the decision making process. During the pre-design public sessions, the Department solicited public viewpoints and desires so that the majority's needs and wants could be reflected in the design. Because of these early efforts, general public involvement is not stressed during Design Activities. Should project circumstances change, previous decisions are subject to reconsideration.

(A) Establishment of Design Criteria

Previous actions are utilized by the Area Engineer and the Impact Evaluation Team to compile the design criteria established as part of System Planning and Location Studies stages of the highway planning and design process. The design criteria, those specifications to which the project must be designed and constructed, are compiled in the Design Planning Report.

The established procedures for the Design Criteria phase follow.

DESIGN ACTIVITIES CRITERIA PHASE
Highway Improvement Projects

Begin Design Study Process and Prepare "Design Planning Report".

196. . . .Area Engineer and designated Design Supervisor analyze field data received from DOH Division Construction Supervisor.

197. . . .Area Engineer and Design Supervisor draft "Design Planning Report," or
198. . . .design criteria in cooperation with the Impact Evaluation Team providing economic, social and environmental input.

199. . . .Area Engineer distributes draft "Design Planning Report" for review and comment.

200. . . .Area Engineer, following receipt of comments, prepares final "Design Planning Report."

201. . . .Preconstruction Bureau Chief reviews and approves "Design Planning Report."

(B) Preparation of Preliminary Plans

With the completion of the final "Design Planning Report", the Area Engineer can initiate preliminary design. The Impact Evaluation Team assists, as required, in the preparation of the preliminary design plans for the project. A design public hearing is held to present the detailed design plans to the public for comment. If the Area Engineer elects to hold a combined location and design public hearing and other appropriate public involvement activity during the Location Studies Stage, the hearing would also include appropriate design information for public comment. The Administrator, Engineering Division presents the hearing to the Director of Highways and the Highway Commission for approval and concurrence respectively. Following this, the Area Engineer requests design approval from the Administrator Engineering Division.

The established procedures for the Preliminary Phase follow:

DESIGN ACTIVITIES PRELIMINARY PHASE
Highway Improvement Projects

Preliminary Design

202. . . .Area Engineer initiates preliminary design.

203. . . .Designer prepares and checks preliminary plans, in cooperation with the
204. Impact Evaluation Team (Team provides economic, social and environmental data input).

205. . . .Area Engineer distributes completed preliminary plans and conducts preliminary plan-in-hand.

206. . . .Public Hearings Unit schedules hearing, notifies public and holds Design Public Hearing if necessary or affords the opportunity for a hearing.

207. . . .Public Hearings Unit Manager distributes the transcript of the public hearing for review.

208. . . .Chief-Preconstruction Bureau submits Engineering Recommendation for the project to the Administrator-Engineering Division for review.

209. . . .Administrator-Engineering Division presents the hearing transcript and

210. . . .Engineering Recommendation to the Director of Highways and Highway
211. Commission for approval and concurrence respectively.

212. . . .Area Engineer evaluates public hearing comments, makes appropriate revisions, submits a copy of the project's environmental document to the Administrator-Engineering Division and request Design Approval.

213. . . .Administrator-Engineering Division reviews and approves Design.

214. . . .Public Hearings Unit places newspaper notice publicizing Design Approval.

(C) Preparation of Final Plans

The preparation of the projects Final Engineering Plan takes place during this phase. The Impact Evaluation Team participates in this final preparation as required. During this phase the Right-of-Way Bureau requests and receives authorization to acquire right-of-way. When the final plans are complete and approved, the project is ready for the construction contract letting process. At this point the Highway Department planning and design process is complete.

The established procedures for the Final Plans Phase follow.

DESIGN ACTIVITIES FINAL PHASE
Highway Improvement Projects

Prepare Final Plans

215. . . .Designer, in cooperation with the Impact Evaluation Team which provides
216. economic, social and environment data input, prepares Final Plans.

217. . . .Area Engineer distributes Final Plans and conducts the Final Plan-in-Hand.

218. . . .Right-of-Way Bureau begins acquisition of right-of-way and utility adjustments for the project.

219. . . .Contract Plans Section develops contract package and forwards to Chief-Preconstruction Bureau.

220. . . .Chief Preconstruction Bureau approves plans, specifications and estimates.

Upon approval, the project activities proceed to contract letting and construction.

4.3 THE SAFER OFF SYSTEM ROADS PROGRAM

The safer off system road system consists of all public roads that are not on the Federal-Aid Interstate, Primary, Urban or Secondary Systems. Local governments, county commissions, city councils and commissions have the responsibility to maintain and operate these Local Roads. These local officials must constantly evaluate the local road system taking into account the needs of citizens that

use the roads and streets. Other public agencies, such as the Forest Service and Indian Tribal Councils have transportation needs and make requests to local officials to provide these needs.

City and county planning boards are responsible to constantly evaluate the environmental, social and economic impacts of the plans of public agencies, private individuals and organizations in relation to the various systems including transportation. These boards make their recommendations to county and city commissions.

In order to improve the local transportation system, the county, city and town governments budget funds for constructing, reconstructing and improving segments of local networks. Besides local tax monies, the county receives funds from the state that can be spent on their local system. Gas tax funds distributed by the State Treasurer can be used for construction, reconstruction and maintenance by both county and city governments. Federal Safer Off System funds are allocated by the Department of Highways to the counties for construction or reconstruction of both county roads and city streets.

A federal requirement of the safer off system roads program is that 50% of the funds are to be spent on highway safety improvement projects.

The established procedures for Off System Project selection and development follow. (See separate flow chart for Safer Off System also located in the back of this manual)

A. Identification of Transportation Needs

The continuing evaluation by local governments, county commissions, city councils and commissions of the adequacy of existing systems provides the initial step in project selection.

260. . . .The local government concerned assesses the needs on existing systems.

261. . . .Transportation suggestions are received from the public and other
262. agencies.

263. . . .City and county planning boards evaluate the environmental, social
264. and economic impacts and make their recommendations to county and city commissions.

265. . . .The city or county commission, whichever is appropriate, approves
thru system modification and assigns priorities to city-town and public
268. agency requests.

B. Project Formulation

269. . . .The project is recommended to Department of Highways, Division Construction Supervisor, who advises the submitting organization concerning the projects eligibility, construction costs and engineering details.

270. . . .Once the submitting organization and the Division Construction Supervisor agree on the off system project details, the project is forwarded to Planning and Research Bureau for their review. This review by Plan-

ning and Research assures that the requesting county officials have developed the project with regard to the best interest of the public.

271. . . .After reviewing the project, Planning and Research forwards the project
272. to the Administrator of the Engineering Division for his review and approval. Subsequently the Highway Commission reviews and concurs in the program.

273. . . .Project Control receives the project and requests and receives A-95 clear
ance. After A-95 clearance is received, Project Control requests FHWA
274. approval.

275. . . .FHWA reviews and approves the project.

C. Location Studies

276. . . .Information Unit of the Department of Highways releases a news item concerning the project to the local media.

277. . . .Planning and Research Bureau produces a Preliminary Environmental Review (PER) and request FHWA review and approval of the PER.

278. . . .FHWA reviews and approves PER.

279. . . .PER is distributed to the appropriate agencies.

280. . . .The Administrator of the Engineering Division authorizes the organization submitting the project to proceed.

D. Design Activities

282. . . .(a) The submitting organization may design the project with its own personnel. The Division Construction Supervisor aids the organization in the design or may prepare the plans and specifications for a force account project.

281. . . .(b) Projects requiring more complex designs than the submitting organ-
283. ization is able to provide may be contracted to an engineering consulting
284. firm if Department of Highways personnel are unavailable. The consultant agreement is subject to concurrence by the Department of Highways, Administrator of the Engineering Division.

285. . . .The plans and specifications for the project are reviewed by the Plan-
286. ning and Research Bureau, the Division Construction Supervisor, and
287. other Department of Highway Bureaus.

289. . . .Right-of-Way requirments are reviewed and, if needed, additional right-of-way is secured.

E. Letting the Project

288. . . .Following the review and approval of the plans and specifications by the Department of Highways, the Planning and Research Bureau authorizes the submitting organization to advertise the project for bids.

. . .The contract is awarded by the authorized organization in accordance with state law. The Department of Highways must concur in the award of the contract to the low bidder.

. . .Following Department of Highways concurrence, the local organization authorizes the contractor to proceed with construction.

5.1 DECISION-MAKING PROCESS

5.1.1 Introduction

The decision-making process is the sum total of those many steps and decisions which lead to an ultimate decision, and provide the decision maker with the basis for his decision. For the Department of Highways, the decision-making process provides support as its principal purpose for the Director of Highways in the discharge of his responsibilities.

Highway planning and design procedures exist as a format for decision making within the Department. Essentially, the procedure begins with an identified highway improvement need; it culminates in construction plans for a particular highway improvement. Throughout the process many decisions and recommendations are made which lead to the ultimate decision. In the process other needs are recognized and these needs are met. The result is a plan created in response to an earlier identified need, modified by the constraints of reality.

The MONTANA ACTION PLAN opens up the highway planning and design process in a way which permits other agencies and the public a clearer voice in the decision-making process. It provides the means to fully consider the economic, social and environmental effects of the Department's decisions. It also provides impact evaluation as a particular tool in the decision-making process without a change in the direction or responsibility for ultimate decision making.

5.1.2 The Contribution of Others

The MONTANA ACTION PLAN provides for both formal and informal contribution by State and local agencies, and public and interested groups in highway development decision-making process. Means of formal contribution include

. . . membership and active participation in the Impact Identification Group

. . . local agency preparation of system plans and project selection lists

. . . Department of Highways assistance to local agencies

. . . use of Project Notification Lists

. . . public involvement including public hearings, informational meetings and workshops along with mass media information dissemination

The Impact Identification Group increases the extent of economic, social and environmental considerations in highway planning and location. The MONTANA ACTION PLAN also involves local agencies in system planning for their communities. This is accomplished through the encouragement of local agencies to undertake or direct appropriate impact evaluation studies during the planning process. The Department of Highways Planning and Design Procedures and System Planning indicates the expanded role of local agencies.

ACTION PLAN procedures stress public involvement during system planning and the availability of the Impact Evaluation Team to assist in local agency planning. A significant characteristic of the system planning process is the interaction between the local agencies and the DOH Planning and Research Bureau. This linkage provides the opportunity for all levels of government and different special interests to exchange information, interact, and exert maximum consideration of economic, social and environmental factors in the formulation of plans. The Bureau then becomes the principle vehicle providing formal participation by others in highway planning decision-making process.

The Impact Identification Group's formal participation is at those points in the planning and location process where the group can effectively influence what should be done or the quality of work that has been done. The Impact Identification Group is utilized at those times in the process when key decisions are to be made.

The Impact Evaluation Team's influence on decision making is manifested in several ways. One is the preparation of in-depth, professional interdisciplinary information concerning project alternatives and impact considerations. Another is the dissemination of concise, documented economic, social and environmental investigations to the Impact Identification Group, other interested agencies and all persons responsible for project decision making.

Federal, State and local agencies and private groups are a very important part of the informal decision-making process. In this case "informal" is used to describe that influence on decision making that is exerted without actual participation on any of the committees or in formal deliberations. Access to information is an important tool in the influence on decisions. The expanded impact evaluation activity of the Department requires extensive data, and all persons who are in a position to inform the Department are also able to influence its decisions.

The "Department of Highways Planning and Design Procedures" makes provision for the procurement and utilization of information and services related to economic, social and environmental considerations throughout the highway planning and design process. The process seeks out information during System Planning, Location Studies, and Design Activities. State agencies, private groups, and others that have data are drawn into the highway planning and design process and participate in decision making. This relationship is not a one-way process of seeking or absorbing information, but an interactive process...the Impact Evaluation Team interacting with outside special interest organizations. It is this continuing exchange of information, thoughts and objectives, and the interaction of diverse viewpoints that are encompassed by the term "informal decision making."

The Department of Highways Planning and Design Procedures are structured in a manner giving other agencies or governmental officials substantial indirect influence toward Department decisions. Yet there is present a form of direct influence. This comes as formal participation in the decision-making process by the Fish, Wildlife and Parks Department (the Stream Preservation Act), the Department of Health and Environmental Sciences (air and water quality), Department of Natural Resources and Conservation (floodplain management), and municipal governments in their exercise of prerogative, as permitted by the Montana Anti-By-Pass Law.

The Impact Identification Group meets and discusses System, Location, and Design matters. The quality of membership of the Group is such that this organization can address itself to situations from a position of knowledge and considerable professional experience. This means that the Group, and individual members of the Group can exercise considerable influence upon highway planning and location decisions, particularly as to the consideration of economic, social and environmental factors. And, since the essence of the MONTANA ACTION PLAN is that decisions made by the Department include full consideration of economic, social and environmental factors, those agencies and government officials participating in this process will, by the nature of their involvement, exercise a form of indirect authority over decisions by the Department.

5.1.3 Different Decision Processes

In order that unnecessary work not be undertaken, there is a means to reduce impact evaluation activity. If at a point in the planning and location process the Impact Identification Group determines that there is no need for further impact identification, activities associated with the Group will be terminated.

MONTANA ACTION PLAN process distinguishes between rural and urban and different classes of rural roads. Urban areas, particularly those over 20,000 in population, have planning agencies and a degree of local professional staff. The decision-making process takes into consideration the capability and requirements of geographic regions and the structure of local governments and institutions. The sensitivity of the decision process to different conditions is best shown in the Planning and Design Procedures - System Planning. An urban road system should reflect local planning goals and objectives and the potential of other modes such as mass transit. The planning and decision process for the primary road system (outside the urban areas) is distinct from that of a secondary system which largely serves local requirements. Decisions affecting the primary system must take into consideration regional and statewide objectives as well as requirements of communities served by the system. As planning activity in Montana expands, the primary roadway system will continue to be an important influence in state planning.

When a project proceeds through Location and Design, the basic decision-making process becomes the same regardless of location or category of roadway. The procedures as shown on Location Studies portion of the flow chart and Design Activities are administrative processes to insure that the economic, social and environmental effects and alternatives are appropriately considered on a project basis. As a project proceeds through the pipeline, the Impact Evaluation Team, the Impact Identification Group, the Area Engineer and others involved in the project determine the extent of economic, social and environmental investigations required on a project basis. All project studies, whether under contract to consultants or other "types" of road projects, are required to follow the procedures established in the MONTANA ACTION PLAN (see Section 1.3).

5.1.4 Interstate and Federal Participation

In addition to highway crossings of State boundaries, Montana has an international border with Canada. Montana is also concerned with highways through the vast land holdings of the U.S. Forest Service, Department of Agriculture,

and the National Park Service, Department of the Interior, plus extensive Indian reservations administered by the Bureau of Indian Affairs and the Department of the Interior, as well as land controlled by the Bureau of Land Management.

Decisions which affect adjacent states are handled by joint agreement between the pertinent Highway Departments with participation by the FHWA. Matters such as alignment, construction scheduling, and such items as location of roadside rest areas are also worked out in joint agreement between the parties. Any further consideration of potential social, economic, and environmental effects would be accommodated by this same process of informal discussion between the affected parties. The process also applies to relations across the northern border with Canada.

The Department of Highways has a "Memorandum of Understanding" with the Forest Service, dated August 1978. This agreement is an itemized step-by-step process designed to expedite the work and establish a full understanding of each party's responsibilities. This procedure assures proper interaction between both parties and provides the framework for amicable decisions concerning social, economic and environmental effects of Forest Highways.

Road improvements financed with State or Federal funds and built through National Parks are infrequent and handled by the FHWA or the Department of Highways. Existing informal working relationships between the Park Service, FHWA, and the Department adequately cover consideration of potential economic, social and environmental effects.

Sections of interstate freeway and primary roads of regional importance as well as secondary roads cross Indian lands. The action plan concept of early notification and involvement provides effective participation in decision making by tribal governing bodies. If a "Memorandum of Understanding" is required for future projects, this can be determined and an appropriate "Memorandum" executed during the early stages of project development.

5.2 INTERRELATION OF SYSTEM AND PROJECT DECISIONS

5.2.1 Introduction

During the process of System Planning, many significant economic, social and environmental factors, both beneficial and adverse, are identified. Often in System Planning, criteria are established to maximize the beneficial effects or minimize the adverse effects. These criteria must influence the decisions made in the future. As more detailed location studies and design work are done, additional economic, social and environmental factors are identified that would have been difficult to anticipate in System Planning. Many times the effects of the new factors is such that an original decision may no longer be valid and its results are no longer in the best public interest. There is, then, a definite need for reconsideration of the decision on the basis of changed conditions and new information. MONTANA ACTION PLAN procedures provide for these needs... the forward flow of information and the ability to reconsider prior decisions in light of new information. The mechanism utilized to meet such needs is the system of files maintained by the Department and the monitoring and review functions of the Impact Identification Group (see Section 2.2), and the referral provisions inherent in the developed procedures.

5.2.2
Continuing Impact Identification

MONTANA ACTION PLAN procedures ensure that potential environmental, social and economic effects are identified in systems planning as well as location and design. The identification is accomplished by local planning agencies in urban areas with assistance from the Impact Identification-Evaluation Organization (see Section 2.2). For county secondary roads, Department of Highway personnel are available to assist, or are available to perform the entire identification effort if the county does not have the required resources.

The MONTANA ACTION PLAN procedures do not attempt to dictate the level of detail or the specific types of economic, social or environmental information that is gathered at any point in the life of a highway improvement proposal or project from System Planning through Project Design. Rather, each proposal or project is judged from inception to completion for its own unique situation. Economic, social and environmental data is gathered in the detail required for each decision.

The Department realizes that at times during Systems Planning detailed design work is necessary so a valid decision on the feasibility of a proposed improvement may be reached.

The Departmental files includes the data upon which decisions, from systems studies through project design, were made. The economic, social and environmental data and their related effects are contained in the files. This data is available throughout the life of a project for review and reconsideration. At each decision point the decision maker has all the data gathered to date so he is in a position to make an informed decision.

Because of the centralized operation, the Impact Evaluation Team is involved with a project from the time it was considered in System Planning until the time when it is constructed. The Team is involved in the design of the project as well as in the identification and evaluation of economic, social and environmental effects. Thus, because the Impact Evaluation Team is comprised of disciplines other than engineering, projects are conceived and developed in an interdisciplinary environment.

In addition to the continual monitoring of projects, the Impact Identification Group annually reviews each project when it is reviewing the Tentative Construction Program. Each project is reviewed at that time to assure that it continues to warrant consideration. This procedure insures a formal review of each project, at least annually, in addition to the continuing reviews undertaken during the course of project development.

5.2.3
Responsibility for Continuing Coordination

The need for close coordination between the activities of System Planning and those of Location and Design has always been realized. In order to assure continued coordination, the MONTANA ACTION PLAN process involves the Impact Evaluation Team as an interactive member throughout the entire process. Additionally, the Impact Identification Group serves a review function so that it too may lend to the continued coordination required in the system.

The centralized organization of the Department of Highways also assures interaction between System Planning, Location Studies and Design Activities.

5.3 FISCAL AND OTHER RESOURCES

5.3.1 Introduction

The resources required to implement the MONTANA ACTION PLAN includes personnel; valid economic, social and environmental data; and funds for the procurement of personnel and services.

The Department has certain professionals who provide the nucleus of the Impact Evaluation Team. Several State departments have indicated the availability of economic, social and environmental specialists sources. The use of specialists from other agencies has certain advantages, particularly to a State such as Montana with limited finances and professional personnel. By contracting for services with other agencies, the Department is assured of highly qualified personnel and at the same time achieve a closer degree of understanding between agencies.

5.3.2 Department of Highways Resources

The Department can fund the impact evaluation studies required by the MONTANA ACTION PLAN. This includes the employment of personnel and the financing of services by other agencies or consultants as participants. Funds for this purpose will come from several sources. A limited amount of work by the Impact Evaluation Team on System Planning activities can be financed with funds administered by planning and research funds; general investigations and review of "state-of-the-art" information from the approval of the annual program and authorization to proceed, is charged against preliminary engineering. Work by other agencies on consultants is financed by the same sources. Contracts provide only for specified research as a Team member and Group members' time is not reimbursable. Financing of work is included in the annual budget based on anticipated requirements. Funding required for implementating all features of the MONTANA ACTION PLAN is accomplished within existing budget limits. Any funding required by other agencies or consultants for performance of studies requested by the Department is treated on an individual basis, but still within the Department's existing budget.

5.3.3 Non-Departmental Resources

(a) State Agencies

The government of Montana has 20 departments, including the Montana Environmental Quality Council, an agency of the Legislative Assembly rather than an Executive Department. A number of these agencies has either particular areas of concern or resources available to the Department of Highways in the identification and study of economic, social and environmental impacts.

(b) University System Resources

There are six institutions of higher learning in the University system. These are located in Missoula, Bozeman, Butte, Havre, Dillon and Billings. Faculty and other staff are available from these resources on a consultant contract basis to the Department of Highways.

(c) Federal Agencies

Among the Federal agencies, the Department has a unique working relationship with the U.S. Forest Service. The Department has a written "Memorandum of Understanding" with this agency, detailing procedures and a process to assure coordinated planning efforts and reviews for State highways across Forest Service lands.

There have been coordinative efforts with other Federal agencies, e.g., Bureau of Indian Affairs, U.S.G.S., Bureau of Land Management and Bureau of Reclamation, the Corps of Engineers, the U.S. Fish and Wildlife Service, the Department of Housing and Urban Development, the Department of Transportation, and the Department of the Interior Heritage, Conservation and Recreation Service. Due to the infrequent need for working arrangements with these agencies, a standard working arrangement has not been formalized. Rather, coordinative efforts are carried out on a project by project basis.

(d) Consultants

For assistance in the consideration of economic, social and environmental effects, consultants are utilized where it becomes necessary to augment Department staff resources to provide for either data collection or impact evaluation.

CHAPTER 6
REVISION OF THE ACTION PLAN

6.1 INTRODUCTION

The MONTANA ACTION PLAN is the procedure for the conduct of highway planning and design studies, with particular attention focused on an impact evaluation process for consideration of economic, social and environmental factors. Therefore, the MONTANA ACTION PLAN itself cannot be a static document. Revisions will be necessary to meet changing conditions and to assure that better means of impact evaluations, as they develop, can be included in the Montana Action Plan.

6.2 REVISION PROCESS

6.2.1
Responsibility for Developing Revisions

The Impact Identification Coordinator has the responsibility for continuing review of the MONTANA ACTION PLAN for the purpose of ascertaining its need for revision as conditions and concepts change.

6.2.2
Procedure for Revision

Any proposal for revision of the MONTANA ACTION PLAN will be submitted to the Impact Identification Coordinator, who may submit the proposal to the Impact Identification Group (with or without comment) for review. After review, the proposals, including all comments and recommendations, will be submitted to the Director of Highways. The Director of Highways has been appointed by the Governor of Montana to act as his representative to review and approve all such revisions to the MONTANA ACTION PLAN. Revisions will be submitted to FHWA for concurrence. If approved, revisions are implemented.

6.3 CONSISTENCY WITH EXISTING LAWS AND DIRECTIVES

There are no known inconsistencies stemming from existing laws and directives which hamper the MONTANA ACTION PLAN.

APPENDIX A - INFORMATIONAL REFERENCES
FEDERAL REGULATION REFERENCE

There are sections of the Federal-Aid Highway Program Manual (FHPM) issued by the Federal Highway Administration containing Policies and Procedures the Department of Highways must follow in the development of the Montana Action Plan. Because of the changing nature of these documents it is not appropriate to make direct references a part of the test of the Montana Action Plan. Rather, reference is made to the appropriate FHPM. The appropriate documents are available to those wishing to check references at the following designated document depositories:

1. The Public Hearings Unit Office
   Department of Highways, Helena

2. The Office of the Division Construction Supervisor, for each of the Division Construction Sections

The following FHPM's are on hand as depository items:

1. FHPM 7-7-1: Process Guidelines for Project Development
   Guidelines for development, to assure adequate consideration is given to possible social, economic and environmental effects of proposed highway projects and that the decisions on such projects are made in the best overall public interest.

2. FHPM 7-7-2: Environmental Impact and Related Statements
   This directive promulgates guidance and regulations for coordinating, preparing and processing Federal-aid highway projects and other FHWA actions under the National Environmental Policy Act and other applicable legislation and regulations.

3. FHPM 7-5 Sections 1 thru 6: Relocation Assistance
   These FHPM's deal with prompt and equitable relocation of persons, businesses, farmers, and nonprofit organizations displaced by highway construction.

STATE REFERENCE

1. Organization Chart

The general management of the Montana Department of Highways is organized to comply with the provisions of the Executive Reorganization Act of 1971 with the Director of Highways appointed by the Governor and confirmed by the Senate as the Department head who supervises, directs, accounts for, organizes, plans, administers and executes the functions vested in the Department by this Act and other law.

2. Action Plan

This document covers the overall operation of project development with respect to planning and design during the preconstruction phases of the program, particularly as related to consideration of economic, social and environmental factors required by the FHWA in compliance with Section 136(b), Federal Highway Act of 1970.

3. Preconstruction Procedure Directives for:

   a. Road Location

   b. Road Design

   c. Consultant Selection and Administration

   d. Pavement Selection and Design

   e. Public Hearings

4. Hydraulics Manual

This provides acceptable uniform policies, procedures and design guides for engineering determinations and development of design details relative to hydraulic-type structures and related facilities such as drainage culverts, drainage channels, irrigation structures, irrigation channels, storm sewers, sprinkler systems, sewage disposal facilities, water supply systems, etc.

5. Bridge Manual

This covers the activities of the Bridge Bureau relative to certain Preconstruction and Construction phases of work involving highway structures. It is a compilation of information relating to policy, procedure and detailed instructions for developing design plans and preparation of contract documents for structures.

6. Materials Manual

This covers laboratory and field work involving geologic, soils and materials explorations and investigations including sampling, testing, inspection and certification activities by the Materials Bureau and the Division Construction Sections in connection with both the Preconstruction and Construction phases of the program.

7. Traffic Manual

This covers the operation and detailed activities of the Traffic Unit with respect to many of the diversified assignments that are needed to obtain safe and adequate design, construction and operation of modern highway facilities. The principal activities covered relate to investigation, study and design of suitable geometrics and traffic control devices for roads, streets and bridges.

8. Construction Manual

This covers the organization, administration, procedures and detailed instructions relative to the operations of the Construction Bureau and the Division Construction Sections in connection with certain Preconstruction and Construction phases of the program. Included are location, hydraulic and right of way surveys, construction surveys, construction contract administration and construction details.

9. Right of Way and Utilities Manuals

These cover organization, administration and detailed procedure information relative to the Right of Way and Incidental Construction operations by the Right of Way Bureau and the Field Right of Way Sections.

10. Outdoor Advertising Control and Junkyard Control Programs

These are handled by the Permits Section of the Right of Way Bureau in accordance with agreements between the Secretary of Transportation and the State of Montana. Directives are issued to others concerned as needed.

11. Internal Cost Verification Manual

This covers procedures, actions and accounting practices considered necessary during the course of a project to assure and verify that claims and related payments for services, work, equipment and material are proper, valid and eligible for allowable Federal participation.

12. Title VI Compliance Program Manual this document contains the Departments response to the nondiscrimination requirements set forth by the Federal regulations issued by the U.S. Department of Transportation to effectuate Title VI of the Civil Rights Act of 1964. Its contents and structure are intended to reflect the basic nondiscriminatory policies, practices, and procedures the Department utilizes in administering Federal-Aid Programs.

13. Equal Employment Opportunity Manuals

a) Contract Compliance Program - contains procedures and responsibilities of Highway Department to verify and assure contractor compliance.

b) Affirmative Action Plan Manual - contains the Department of Highways continued support for State and Federal Laws, rules and regulations covering nondiscrimination in employment.

APPENDIX B SELECTED REFERENCES

The following is a summary of laws, regulations and directions which has particular applicability in the formulation of the MONTANA ACTION PLAN, either as guides for development or background material.

(1) Public Law 91-190, National Environmental Policy Act of 1969.

Section 102(2) (A), concerning use of systematic interdisciplinary approach in planning and decision making;

Section 102(2) (B), concerning procedures for considering environmental aspects, as well as economic and technical aspects, in decision making;

Section 102(2) (C), concerning Environmental Impact Statements;

Section 102(2) (D), concerning consideration of alternative courses of action.

Regulations of NEPA

(2) Public Law 91-646, Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970.

(3) Council on Environmental Quality, National Environmental Policy Act, Federal Register v. 43-n.230, 55978-56007.

(4) Office of Management & Budget Circular No. A-95 (Revised), Evaluation, Review, and Coordination of Federal and Federally Assisted Programs and Projects, February 9, 1971.

(5) Executive Order 11514, Protection and Enhancement of Environmental Quality, March 5, 1970, Federal Register v. 35-n.46, 4247-4248.

(6) Executive Order 11593, Protection and Enhancement of the Cultural Environment, May 13, 1971.

(7) Section 69-6501 through 6517, RCM 1947 as amended, Montana Environmental Policy Act of 1971 (very similar in intent and effect with the National Environmental Policy Act of 1969 cited above).

(8) Public Law 91-605, Federal-Aid Highway Act of 1970, Section 136 (b), concerning economic, social, environmental, and other impact (Section 109, Title 23, United States Code, "Highways").

(9) Section 117 of Title 23, U.S.C. as revised by the Federal-Aid Highway Act of 1973 regarding Certification Acceptance.

(10) FHWA, Urban Transportation, November 1969; definitions and interpretations of process prerequisite to approval by FHWA of projects in urban areas of more than 50,000 population; guidelines for developing each element of planning process.

(11) FHWA FAHPM, Process Guidelines (Economic, Social and Environmental Effects of Highway Projects), September 1972; guidelines for developing the Action Plan.

(12) Environmental Quality Council, State of Montana, Revised Guidelines for Environmental Impact Statements Required by the Montana Environmental Policy Act of 1971 Adopted by Environmental Quality Council.

APPENDIX C
DEFINITIONS

Action Plan	A highways agency's plan to assure that adequate consideration is given to economic, social and environmental effects of proposed highway projects and that decisions on such projects are made in the best public interest.
Administrative Division	A geographical area of the State served by construction and maintenance functions of the Department of Highways. There are eleven in Montana, each headed by a Division Construction Section Supervisor and a Division Maintenance Bureau Chief.
Alignment	A selected highway location within a corridor (q.v.).*
Alternate	Generally refers to various choices of physical location of a highway.
Alternatives	Similar to Alternates, but may include other than physical location of a highway, such as the various options open to solve highway problems. All alternates are alternatives, but not all alternatives are alternates. Every highway study must contain alternatives, or choices. This requirement guarantees that a highway agency will actually consider possible choices and weigh the pros and cons of each.
Annual 105 Program	A list of projects which the Department of Highways anticipates they will be requesting FHWA for funding in the next calendar year.
Appropriate Local Officials	Principal elected officials of general purpose in local governments.
A-95 Clearinghouse	Designation for the State Clearinghouse within the Governor's Office of Budget and Program Planning. Administers Prior Project Notification & Review System mandated by Circular No. A-95, U.S. Office of Management and Budget. This directive provides for review of proposed Federal-Aid projects by interested and affected State agencies to determine compatibility of projects with interests of reviewing agencies. Term can also apply to Metropolitan Clearinghouses of the City-County Planning Boards of Billings and Great Falls.
CA	Certification/Acceptance refers to the delegation of certain responsibilities, for all but the Interstate system and the R/W phase of all Federal-Aid systems.
Categorical Exclusion	This is a national listing of categories of actions that do not involve significant environmental impacts or substantial planning, time or resources. These actions will not induce significant, foreseeable alternations in land use, planned growth, development patterns, or natural or cultural resources.

*(q.v.) = quod vide, short for "see also" or " which see."

CEQ	Council on Environmental Quality, an agency of the Executive office of the President. Not to be confused with EQC, Environmental Quality Council (q.v.)., an agency of the Legislative Assembly of Montana.
Citizens Advisory Committee	Part of Planning organization in '3C' (q.v.) cities. Appointed by City-County Planning Board as cross-section of city's economic and social classes, acts such as sounding board for community on proposals advanced by Technical Advisory Committee (q.v.); also local input to planning process.
Comprehensive Plan	An official plan which establishes policy and programs to guide the long-range development of an established planning jurisdiction, including, as a minimum, plans for land use, circulation, public facilities and services, and open space. The circulation or "transportation element" is of particular interest to the highway planner.
Corridor	A definable zone between given points, unique because of its character. Could be several miles wide (as in a mountainous corridor versus a valley corridor), or several hundred feet wide (as in a commercial strip development versus a residential area corridor). In common usage, it is a general highway routing to be analyzed by a feasibility study, corridor study or route report. Such analysis generally does not involve a specific highway centerline, but reports on considerations involved in any alternative within the corridor.
Design Planning Report	Sets criteria to be used in the design of a highway project, such as traffic characteristics, design speeds, degrees of curvature, etc.
Environmental Assessment	The analysis and the document of a proposed action to determine whether the action might significantly affect the quality of the human environment. This is similar to the preliminary environmental review.
Engineering Division	An administrative division of the Department of Highways (see Subsection 2.1.3).
Environmental Impact Statement	A written assessment of the anticipated beneficial and detrimental effects which a project may have on the environment.
Environmental Quality Council (EQC)	Organization created for investigation, study and reporting on state of environmental quality in Montana, by Montana Environmental Policy Act of 1971. Council reviews environmental impact statements on projects of all State agencies.

EPA	United States Environmental Protection Agency.
Federal-Aid Highway	A highway located on any of the four Federal-Aid systems; primary system, urban system, secondary system, or Interstate System.
FHPM	Federal-Aid Highway Program Manual: Format used by FHWA to inform highway agencies of FHWA's interpretations and applications of Federal Statutes on highway and transportation matters.
FHWA	Federal Highway Administration, successor to the Bureau of Public Roads. An agency of the United States Department of Transportation.
Final Design	Comprehensive, detailed development of final contract plans, including all considerations for right-of-way, roadway, structures, drainage and utilities, incorporating all environmental considerations from earlier phases of plans development.
Financial District	One of the twelve geographic districts in Montana to which funds are allocated for highway work.
FONSI	Finding of no significant impact, the FHWA Division Administrator, after review of the EA and any public hearing comments or other comments received regarding the EA may, if in agreement, concur in the MDOH's recommendation of a finding of no significant impact by preparing, signing and dating a separate document (FONSI) which incorporates the EA and any other appropriate environmental documents.
Forest Highway	A road on the Forest Highway System which is of primary importance to the State, county or communities within, adjoining or adjacent to the national forests.
4(f)	See Section 4(f) Lands
Geometrics	Design or pattern of the highway route, such as interchange schemes, route curvature, roadway widths, etc.
Highway	Term includes roads, streets and parkways, and also includes rights-of-way, bridges, railroad-highway crossings, tunnels, drainage structures, signs, guardrails, and protective structures, in connection with highways.
Highway Agency	The state agency having primary responsibility for initiating and carrying forward planning, location, design and construction of Federal-Aid highway projects. In Montana, the Department of Highways.

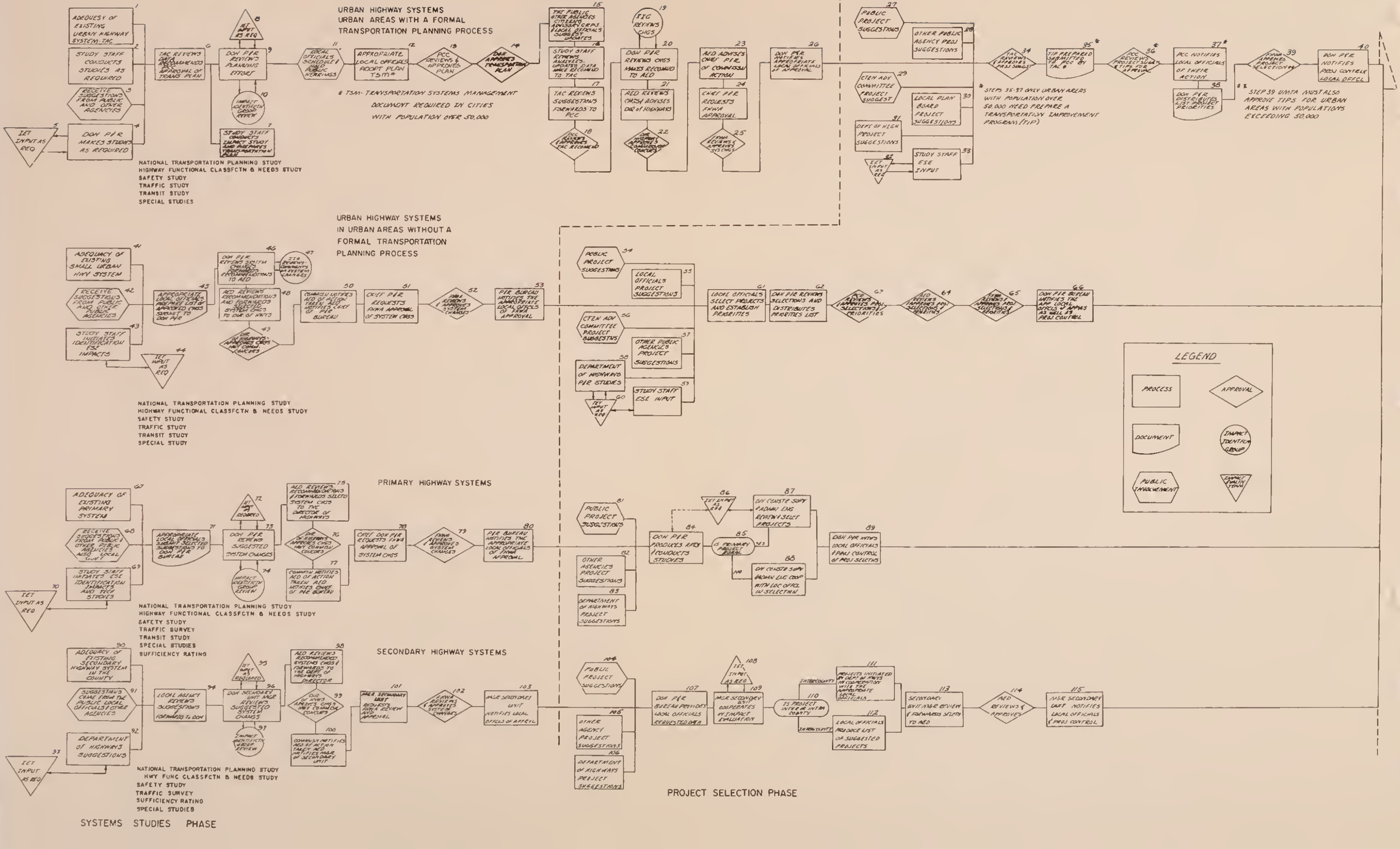
Highway Commission	A quasi-judicial board appointed by the Governor. Majority of Board is appointed to serve terms concurrent with the Governor's term. Chairman is designated by the Governor.
Human Environment	The aggregate of all external conditions and influences (aesthetic, ecological, biological, cultural, social, economic, historical, etc.) that affect the lives of human beings.
Indian Reservation Roads and Bridges	Roads and bridges located within or providing access to an Indian reservation, or Indian trust land, or restricted Indian land not subject to fee title alienation without approval of Federal government, on which Indians reside whom Secretary of Interior has determined to be eligible for services generally available to Indians under Federal laws specifically applicable to Indians.
Interdisciplinary	Relationship in which persons with expertise in varying disciplines may relate areas of their specialties to areas of other specialties, and grasp the effects on a subject under study. Differs from multidisciplinary (q.v.).
Interstate System	National System of Interstate and Defense Highways so located as to connect by routes, as direct as practicable, the principal metropolitan areas, cities and industrial centers, to serve the national defense, and to connect at suitable border points with routes of international importance in Canada and Mexico.
Joint Development	Or "joint development project" means the set of actions taken in concert by Department of Highways, other governmental agencies, private organizations and individuals to prepare for and construct a new highway, including those activities to develop, redevelop or adjust the land uses and local network of services affected by the new highway.
Letter of Intent	A document based on the PC-11 form (q.v.), giving proposed project information to the public, and soliciting information from the public. In general, it notes that the project is under consideration for location, describes the general vicinity of the proposed project, the purpose it is intended to fulfill, and a brief description of the project, such as approximate length, major features, stream crossings, number of lanes, etc. It also asks for suggestions from the public on alternatives, whether the public has knowledge of any present or future land uses that might affect the proposal. It also includes a distribution list of the Letter of Intent, and asks the addressee for the names and addresses of other persons or groups which the addressee feels might be interested in the proposed project.

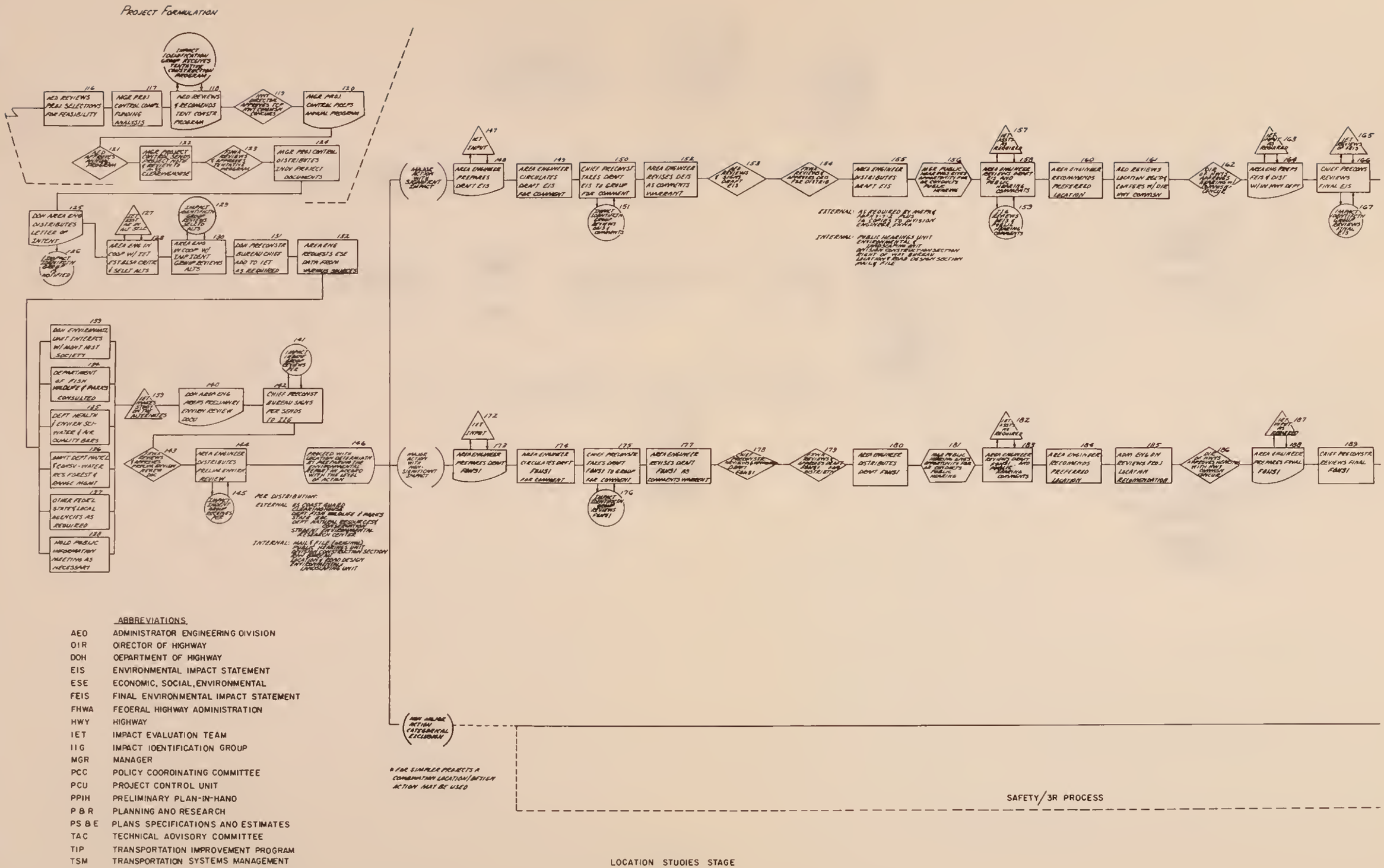
Level of Action	Magnitude of applied effort and resource expenditures needed at all levels of project development to insure that all highway projects are developed in the best and overall public interest.
Location Study Report	Documentation accompanying request for location approval. Describes termini, general type of facility, nature of service which highway is intended to provide, alternatives considered, anticipated economic, social and environmental effects of alternatives, significant difference and reasons supporting proposed location. In addition, includes analysis of relative consistency of alternatives with goals and objectives of any urban plan adopted by the community concerned. This information is often combined into the environmental document.
Maintenance	Preservation of the entire highway, including surface, shoulders, roadsides, structures and such traffic-control devices as are necessary for its safe and efficient use.
MEPA	Montana Environmental Policy Act of 1971; very similar to National Environmental Policy Act of 1969. Establishes Environmental Quality Council (q.v.) as agency of Legislature; required EIS on State agency major actions significantly affecting environment.
Modes	The systems used to transport people and goods from one place to another. There are many modes of transportation, e.g., highways, rail, rapid transit, bus, people movers, air, water, etc.
Multidisciplinary	The gathering of data and reports from various disciplines, but without interrelating the data in exchange of views by persons of those disciplines. Differs from Interdisciplinary (q.v.).
National Transportation Study	Continuing project designed to assess the nation's transportation system to provide data to be used as a basis for legislative and expenditure recommendations to the President and Congress. Also used to inform Montana's Governor and Legislature of current and future needs of the State. Study contains reports of state of nation's transportation system, projections of future needs and recommendations for program priorities.
No-Build	The option of not constructing or improving a highway segment or portion thereof under consideration. The No-Project Alternative does not preclude considering multi-modal transportation.
Other Agencies	As used in MONTANA ACTION PLAN, any agency of Federal, State or local government other than the Montana Department of Highways.

PER	Preliminary Environmental Review. The analysis and the document of a proposed action to determine whether the action might significantly affect the quality of the human environment. This is a requirement of the Montana Environmental Policy Act. The PER is essentially the environmental assessment document.
Planning and Research Bureau	A functional group within the Engineering Division, Department of Highways (see Subsection 2.1.3).
Policy Coordinating Committee	A body of the 3-C Agencies, (q.v.), usually consisting of the mayor, chairman of county commissioners, chairman of city-county planning Board, the Administrator of the Engineering Division of the Montana Department of Highways, and FHWA Division Engineer. Develops and keeps current transportation planning as an integral part of regional Comprehensive Plan (q.v.) of an urbanized area (q.v.) or other 3-C city.
PC-11	Initial document submitted to FHWA, describing project location, type construction proposed, estimated engineering costs, right-of-way costs, and construction costs. This document is a request for funds to proceed with project development.
Preconstruction Bureau	A functional group within the Engineering Division, Department of Highways (see Subsection 2.1.3).
Preliminary Design	Study of alternative design possibilities; development of design criteria for highway projects; preparation of design planning reports (q.v.); analysis of statements, recommendations from individuals, organizations and other agencies; coordination with final design team.
Preliminary Engineering	Those engineering activities performed during preliminary and final design of highway projects.
Primary System	A system of connected main highways selected or designed by the State through its highway agency, generally comprising between 6 to 12 percent of the total rural public road mileage, including interstate.
Project Control Unit	A functional group within the Engineering Division (see Subsection 2.1.3).
Public Hearings Unit	A functional group within the Preconstruction Bureau (see Subsection 2.1.3).
Public Lands Highways	Those main highways through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations which are on the Federal-Aid systems.

Relocation Assistance	Program for persons displaced by new highway alignments. DOH policy is that no person shall be displaced by the construction of any state highway, unless and until adequate replacement housing has been provided. Replacement housing payments are made to eligible persons over and above the payment for the property acquired for right-of-way itself.
Scoping	A process of interaction involving the Department, the public and other agencies affected, resulting in the definition of project scope, its impact and alternatives available.
Secondary System	Roads selected by county commissioners and DOH for inclusion in the system, such as farm-to-market roads, rural mail routes, public school bus routes, local rural roads, county roads, township roads, and roads of the county road class, so long as they are not on a Primary or Interstate system. Usually considered to be rural roads, but may be extended into urban areas, provided they pass through the urban area, or connect with another Federal-Aid system within the urban area.
Section 4(f) Land	Publicly-owned lands in parks, recreation areas, or wildlife/waterfowl refuges of national, State or local significance, as determined by the Federal, State or local officials having appropriate jurisdiction, or land from an historic site of national, State or local significance as determined by appropriate officials. Such lands receive special consideration in the highway planning process. The reference is to Section 4(f) of the Department of Transportation Act (80 Stat. 931; PL 89-670) which is identical with Section 138 of Title 23, United States Code, "Highways".
Special Provisions	Those special directions and requirements, identified as special provisions, that are prepared for a project under consideration and made a part of the construction contract.
Study Staff	Representatives of local agencies and the Department of Highways who work together gathering information during the systems planning stage of a highway project.
Sufficiency Rating	Numerical rating of a section of roadway, obtained by comparing that section with an ideal section, looking at factors such as structure, safety and service. One of the tools used in developing construction prioritites.
Systematic Interdisciplinary Approach	Use of the natural and social sciences and the environmental design arts, in planning and decision-making which may have an impact on man's environment; involvement of persons from varying disciplines in such a way that all of them may see the effects of a project in the light of

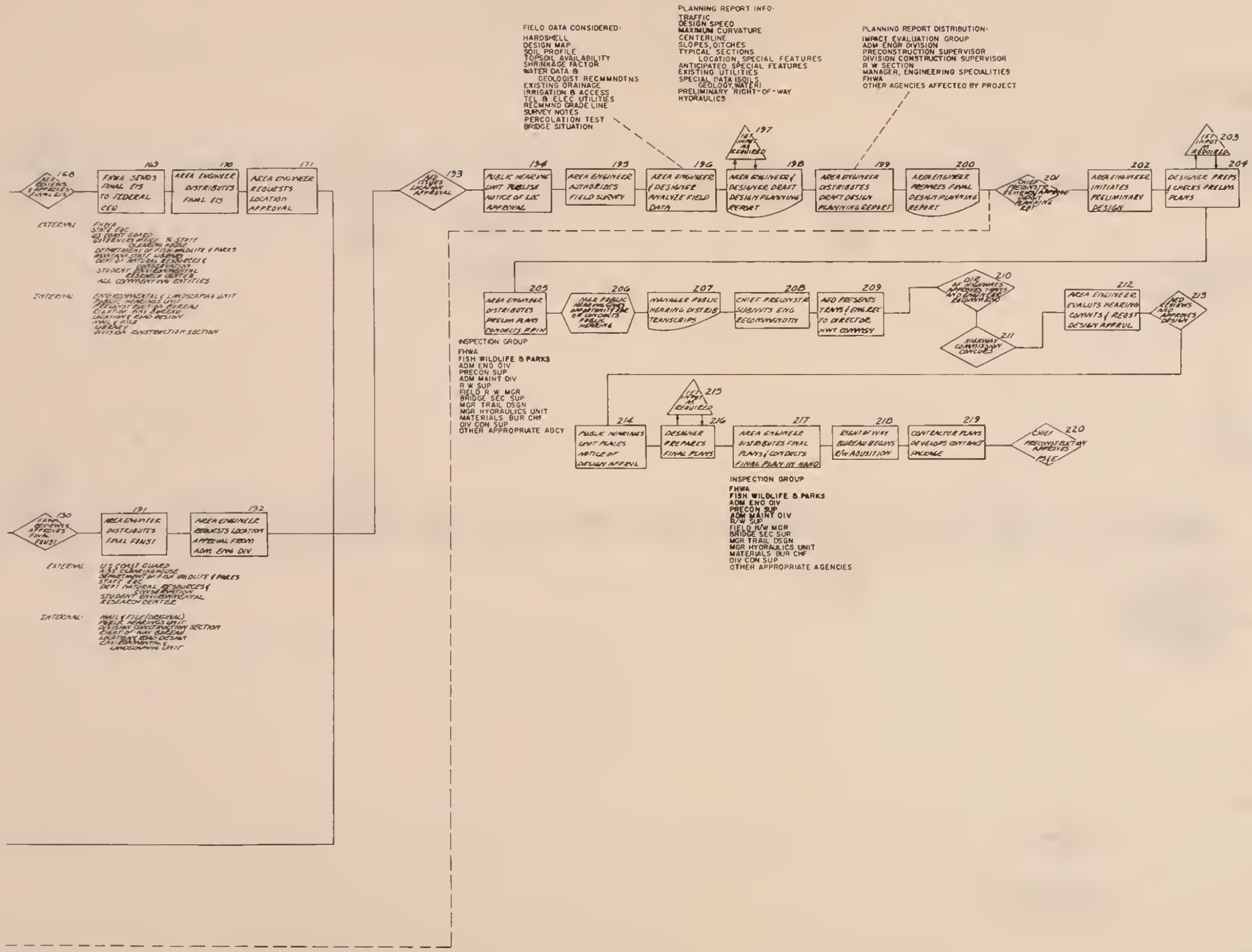
	both their own and the others' disciplines, and the interrelation of the disciplines on the subject at hand. Purpose is to insure adequate identification and consideration of ESE impacts.
Technical Advisory Committee	A body of the 3-C Agencies (q.v.) usually consisting of city engineer, county surveyor, city-county planning board director, Chief of the DOH Planning and Research Bureau, the local Division Construction Supervisor, and FHWA Division Planning & Research Engineer. Provides technical advise to 3-C Policy Coordinating Committee (q.v.), and technical direction to staff of the local Transportation Study.
Tentative Construction Program	Public document published annually by Department of Highways, listing construction projects tentatively programmed for each year of a certain future period. Formerly referred to as "Five Year Plan"; now may cover more or less than five years.
3-C Agency	Nickname for agencies established in response to Section 9, Federal-Aid Highway Act of 1962 (23 USC 134) and regulated by PPM 50-9, (now covered in FHPM 4-4-2),to provide Continuing - Comprehensive - Cooperative transportation planning in urban areas of over 50,000 population. Includes Billings and Great Falls in Montana. Department of Highways is currently extending similar process to smaller Montana cities who request the implementation of such a process.
Trade-Offs	Compromises reached in the best overall public interest when desirable goals in economic, engineering, social, environmental and aesthetic values appear to be in conflict. Trade-offs may be agreed to between individuals or functional groups within Department of Highways, or between other agencies, during the process of developing a highway, depending on the level of authority or responsibility involved in the problem.
Urban Area	Area including and adjacent to a municipality or other urban place having a population of 5,000 or more, as determined by latest Federal census, within boundaries fixed by Department of Highways, subject to approval by Secretary of Transportation.
Urban System	Established in each Urbanized Area (q.v.); located to serve major centers of activity; designed taking into account highest traffic volume corridors, and longest trips within such areas, and selected to best serve goals and objectives of community planning by 3-C Agencies. May not be part of any other Federal-Aid system, but must connect with a route on another Federal-Aid system.
Urbanized Area	Area defined by the U.S. Bureau of Census, including a central city (or twin cities) with a population greater than 50,000, plus surrounding closely-settled areas which have population density greater than 1,000 per square mile.


URBAN HIGHWAY SYSTEMS
URBAN AREAS WITH A FORMAL
TRANSPORTATION PLANNING PROCESS
1 ADEQUESY OF EXISTING URBAN HIGHWAY SYSTEM-TAC
2 STUDY STAFF CONDUCTS STUDIES AS REQUIRED
3 RECEIVE SUGGESTIONS FROM PUBLIC AND OTHER AGENCIES
4 DOH P/R MAKES STUDIES AS REQUIRED
5 IET INPUT AS REQ
6 TAC REVIEWS DATA & RECOMMENDS APPROVAL OF TRANS PLAN
7 STUDY STAFF CONDUCTS IMPACT STUDY AND PREPARES TRANSPORTATION PLAN
8 IMPACT IDENTIFCTN GROUP REVIEW
9 DOH P/R REVIEWS PLANNING EFFORT
10 IMPACT IDENTIFCTN GROUP REVIEW
11 LOCAL OFFICIALS SCHEDULE & HOLD PUBLIC HEARINGS
12 APPROPRIATE LOCAL OFFICIALS ADOPT PLAN TSM*
13 PCC REVIEWS & APPROVES PLAN
14 DOH APPROVES TRANSPORTATION PLAN
15 TAC PUBLIC, OTHER AGENCIES CITIZENS ADVISORY GRPS & LOCAL OFFICIALS SUGGEST UPDATES
16 STUDY STAFF REVIEWS ANALYSES, UPDATES DATA MAKE RECOMMD TO TAC
17 TAC REVIEWS SUGGESTIONS FORWARDS TO PCC
18 PCC SELECTS & APPROVES TAC RECOMMD
19 FIG REVIEWS CHGS
20 DOH P/R REVIEWS CHGS ANALYS RECOMMD TO AED
21 AED REVIEWS CHGS, ADVISES DIR OF HIGHWAYS
22 DOH APPROVES & CERTIFIES CHGS TO FHWA
23 AED ADVISES CHIEF P/R OF CONCURRENT ACTION
24 CHIEF P/R REQUESTS FHWA APPROVAL
25 FHWA REVIEWS & APPROVES SYS CHGS
26 DOH P/R NOTIFIES APPROPRIATE LOCAL OFFICIALS OF APPROVAL
27 PUBLIC PROJECT SUGGESTIONS
28 OTHER PUBLIC AGENCY PROJ SUGGESTIONS
29 CTZN ADV COMMITTEE PROJECT SUGGEST
30 LOCAL PLAN BOARD PROJECT SUGGESTIONS
31 DEPT OF HIGH PROJECT SUGGESTIONS
32 IET INPUT AS REQ
33 STUDY STAFF ESE INPUT
34 TAC REVIEWS APPROVES PROJ SUBMITS
35 TIP PREPARED SUBMITTED TO PCC BY TAC *
36 PCC REVIEWS PROJECT SUBMITS FOR APPROVAL *
37 PCC NOTIFIES LOCAL OFFICIALS OF THEIR ACTION *
38 DOH P/R DISTRIBUTES LIST PROJECT PRIORITIES
39 FHWA APPROVES PROJECT SELECTION ** STEP 39 UMTA MUST ALSO APPROVE TIPS FOR URBAN AREAS WITH POPULATIONS EXCEEDING 50,000
40 DOH P/R NOTIFIES PROJ CONTROL LOCAL OFFCL
* STEPS 35-37 ONLY URBAN AREAS WITH POPULATION OVER 50,000 NEED PREPARE A TRANSPORTATION IMPROVEMENT PROGRAM (TIP)
NATIONAL TRANSPORTATION PLANNING STUDY
HIGHWAY FUNCTIONAL CLASSFCTN & NEEDS STUDY
SAFETY STUDY
TRAFFIC STUDY
TRANSIT STUDY
SPECIAL STUDIES
TSM- TRANSPORTATION SYSTEMS MANAGEMENT DOCUMENT REQUIRED IN CITIES WITH POPULATION OVER 50,000
URBAN HIGHWAY SYSTEMS
IN URBAN AREAS WITHOUT A
FORMAL TRANSPORTATION
PLANNING PROCESS
41 ADEQUACY OF EXISTING SMALL URBAN HWY SYSTEM
42 RECEIVE SUGGESTIONS FROM PUBLIC AND STAFF HUMAN AGENCIES
43 STUDY STAFF INITIATES IDENTIFICATION OF IMPACTS
44 IET INPUT AS REQ
45 APPROPRIATE LOCAL OFFICIALS PREPARE LIST OF ARRANGED CHGS SUBMIT TO DOH P/R
46 DOH P/R REVIEWS SYSTEM CHANGES RECOMMENDATIONS TO AED
47 IIG REVIEWS COMMENTS ON SYSTEM CHANGES
48 AED REVIEWS RECOMMENDATIONS AND CONCURS IN SYSTEM CHGS TO DIR OF HWYS
49 DOH DISAPPROVES ARRANGED CHGS NOT CONSIDERED
50 COMMISH NOTIFIES AED OF ACTION TAKEN AED NOTIFIES CHIEF OF P/R BUREAU
51 CHIEF P/R REQUESTS FHWA APPROVAL OF SYSTEM CHGS
52 FHWA REVIEWS APPROVES SYSTEM CHANGES
53 P/R BUREAU NOTIFIES THE APPROPRIATE LOCAL OFFCLS OF FHWA APPROVAL
54 PUBLIC PROJECT SUGGESTIONS
55 LOCAL OFFICIALS PROJECT SUGGESTIONS
56 CTZN ADV COMMITTEE PROJECT SUGGESTIONS
57 OTHER PUBLIC AGENCIES PROJECT SUGGESTIONS
58 DEPARTMENT OF HIGHWAYS P/R STUDIES
59 STUDY STAFF ESE INPUT
60 IET INPUT AS REQ
61 LOCAL OFFICIALS SELECT PROJECTS AND ESTABLISH PRIORITIES
62 DOH P/R REVIEWS SELECTIONS AND DISTRIBUTES PRIORITIES LIST
63 AED APPROVES SELECTIONS / PRIORITIES
64 FHWA APPROVES PROJ SELECTIONS / PRIORITIES
65 IET APPROVES PROJ SELECTIONS / PRIORITIES
66 DOH P/R REPLAN ENTITIES, THE APP LOCAL OFFCLS OF APPRS AS WELL AS PROJ CONTROL
NATIONAL TRANSPORTATION PLANNING STUDY
HIGHWAY FUNCTIONAL CLASSFCTN & NEEDS STUDY
SAFETY STUDY
TRAFFIC STUDY
TRANSIT STUDY
SPECIAL STUDY
LEGEND
PROCESS
APPROVAL
DOCUMENT
IMPACT IDENTIFCN GROUP
PUBLIC INVOLVEMENT
EXPERT VALUN TEAM
PRIMARY HIGHWAY SYSTEMS
67 ADEQUACY OF EXISTING PRIMARY SYSTEM
68 RECEIVE SUGGESTIONS FROM PUBLIC OTHER PUBLIC AGENCIES AND LOCAL GVMT
69 STUDY STAFF INITIATES ESE IDENTIFICATION IMPACTS AND TECH STUDIES
70 IET INPUT AS REQ
71 APPROPRIATE LOCAL OFFICIALS SUBMIT SELECTED SUGGESTIONS TO DOH P/R BUREAU
72 IET INPUT AS REQUIRED
73 DOH P/R REVIEWS SUGGESTED SYSTEM CHANGES
74 IMPACT IDENTIFCTN GROUP REVIEW
75 AED REVIEWS RECOMMENDATIONS & FORWARDS SELECTD SYSTEM CHGS TO THE DIRECTOR OF HIGHWAYS
76 DOH DISAPPROVES ARRANGED CHGS NOT CONSIDERED
77 COMMISH NOTIFIES AED OF ACTION TAKEN AED NOTIFIES CHIEF OF P/R BUREAU
78 CHIEF DOH P/R REQUESTS FHWA APPROVAL OF SYSTEM CHGS
79 FHWA REVIEWS & APPROVES SYSTEM CHANGES
80 P/R BUREAU NOTIFIES THE APPROPRIATE LOCAL OFFICIALS OF FHWA APPROVAL
81 PUBLIC PROJECT SUGGESTIONS
82 OTHER AGENCIES PROJECT SUGGESTIONS
83 DEPARTMENT OF HIGHWAYS PROJECT SUGGESTIONS
84 DOH P/R PRODUCES ARTS / CONDUCTS STUDIES
85 PRIMARY PROJECT FUNDS?
86 IET INPUT AS REQ
87 DH CONSTR SUPV / ADVAN ENG REVIEW / SELECT PROJECTS
88 DH CONSTR SUPV, KNOWN LOC COOP WITH LOC OFFCL IN SELECTION
89 DOH P/R NOTIFY LOCAL OFFICIALS OF PROJ SELECTNS
NATIONAL TRANSPORTATION PLANNING STUDY
HIGHWAY FUNCTIONAL CLASSFCTN & NEEDS STUDY
SAFETY STUDY
TRAFFIC SURVEY
TRANSIT STUDY
SPECIAL STUDIES
SUFFICIENCY RATING
SECONDARY HIGHWAY SYSTEMS
90 ADEQUACY OF EXISTING SECONDARY HIGHWAY SYSTEM IN THE COUNTY
91 SUGGESTNS COME FROM THE PUBLIC LOCAL OFFICIALS & OTHER AGENCIES
92 DEPARTMENT OF HIGHWAYS SUGGESTIONS
93 IET INPUT AS REQ
94 LOCAL AGENCY REVIEWS SUGGESTIONS FORWARDS TO DOH
95 DOH SECONDARY UNIT MGR REVIEWS SUGGESTED SYSTEM CHANGES
96 IET INPUT AS REQUIRED
97 IMPACT IDENTIFCTN GROUP REVIEW
98 AED REVIEWS RECOMMENDED SYSTEMS CHGS / FORWARDS TO THE DEPT OF HIGHWAYS DIRECTOR
99 DOH DISAPPROVES CHGS NOT CONSIDERED
100 COMMISH NOTIFIES AED OF ACTION TAKEN NOTIFIES MGR OF SECONDARY UNIT
101 MGR SECONDARY UNIT REQUESTS FHWA REVIEW AND APPROVAL
102 FHWA REVIEWS & APPROVES SYSTEM CHANGES
103 MGR SECONDARY UNIT NOTIFIES LOCAL OFFCLS OF APPEAL
104 PUBLIC PROJECT SUGGESTIONS
105 OTHER AGENCY PROJECT SUGGESTIONS
106 DEPARTMENT OF HIGHWAYS PROJECT SUGGESTIONS
107 DOH P/R BUREAU PROVIDES LOCAL OFFICIALS REQUESTED DATA
108 IET INPUT AS REQ
109 MGR SECONDARY UNIT COOPERATES IN IMPACT EVALUATION
110 IS PROJECT INTER OR INTRA COUNTY
111 PROJECTS INITIATED BY DEPT OF HWYS OR COMMISSIONERS WITH THE APPROPRIATE LOCAL OFFICIALS
112 LOCAL OFFICIALS PREPARE LIST OF SUGGESTED PROJECTS
113 SECONDARY UNIT MGR REVIEWS & FORWARDS SELECTN TO AED
114 AED REVIEWS & APPROVES
115 MGR SECONDARY UNIT NOTIFIES LOCAL OFFICIALS & PROJ CONTROL
SYSTEMS STUDIES PHASE
PROJECT SELECTION PHASE


PROJECT FORMULATION
IMPACT IDENTIFICATION GROUP RECEIVES TENTATIVE CONSTRUCTION PROGRAM
116 AEO REVIEWS PROJ SELECTIONS FOR FEASIBILITY
117 MGR PROJ CONTROL COMPL FUNDING ANALYSIS
118 AEO REVIEWS & RECOMMENDS TENT CONSTR PROGRAM
119 DIRECTOR APPROVES TCP FOR COMMON VALUES
120 MGR PROJ CONTROL PREPS ANNUAL PROGRAM
121 AEO REVIEWS PROGRAM
122 MGR PROJECT CONTROL SENDS COMPLETED FILES & DETAILS TO CLEARINGHOUSE
123 DIR REVIEWS & APPROVES TENTATIVE PROGRAM
124 MGR PROJ CONTROL DISTRIBUTES INDIV PROJECT DOCUMENTS
125 DOH AREA ENG DISTRIBUTES LETTER OF INTENT
126 IMPACT IDENTIFICATION GROUP NOTIFIED
127 IET ASST AS REQ
128 AREA ENG IN COOP W/ IET ESTABLISH CRITE & SELECT ALTS
129 IMPACT IDENTIFICATION GROUP REVIEWS RELOC ALTS
130 AREA ENG IN COOP W/ IMPACT IDENTIFICATION GROUP REVIEWS ALTS
131 DOH PRECONSTR BUREAU CHIEF ADD TO IET AS REQUIRED
132 AREA ENG REQUESTS ESE DATA FROM VARIOUS SOURCES
133 DOH ENVIRONMENTAL UNIT INTERFACE W/ MONT HIST SOCIETY
134 DEPARTMENT OF FISH WILDLIFE & PARKS CONSULTED
135 DEPT HEALTH & ENVIRON SCI-WATER & AIR QUALITY BUR'S
136 MONT DEPT NAT'L RES FOREST & RANGE MGMT
137 OTHER FED'L STATE LOCAL AGENCIES AS REQUIRED
138 HOLD PUBLIC INFORMATION MEETING AS NECESSARY
139 IET MEMBERS ATTEND ON THE ALTERNATES
140 DOH AREA ENG PREPS PRELIMINARY ENVIRON REVIEW DOCU
141 IMPACT IDENTIFICATION GROUP REVIEWS DOCU
142 CHIEF PRECONST BUREAU SIGNS PER SCHDS TO 116
143 STATE AGENCIES APPROVES PRELIM ENVIRON REVIEW DOC
144 AREA ENGINEER DISTRIBUTES PRELIM ENVIRON REVIEW
145 IMPACT IDENTIFICATION GROUP REVIEWS DOC
146 PROCEED WITH LOCATION OR ALIGNMENT STUDIES IN ACCORD WITH THE ENVIRONMENTAL IMPACT STATEMENT AND THE LEVEL OF ACTION
PER DISTRIBUTION:
EXTERNAL #3 COAST GUARD CORPS OF ENGINEERS DEPT FISH WILDLIFE & PARKS STATE AIR POLLUTION CONTROL OFFICE DEPT ACTION RESOURCE DEVELOPMENT STREAM PROTECTION ENVIRONMENTAL RESEARCH CENTER
INTERNAL: MAIL & FILE (ENGINEERING) PROJECT DEVELOPMENT UNIT DISTRICT ENGINEERS UNIT RIGHT OF WAY BUREAU LOCATION & ROAD DESIGN SECTION ENVIRONMENTAL COORDINATING UNIT
MAJOR ACTION WITH SIGNIFICANT IMPACT
147 IET INPUT
148 AREA ENGINEER PREPARES DRAFT EIS
149 AREA ENGINEER CIRCULATES DRAFT EIS FOR COMMENT
150 CHIEF PRECONST TAKES DRAFT EIS TO GROUP FOR COMMENT
151 IMPACT IDENTIFICATION GROUP REVIEWS DRAFT EIS & COMMENTS
152 AREA ENGINEER REVISES DEIS AS COMMENTS WARRANT
153 AEO REVIEWS & APPROVES DRAFT EIS
154 FHWA REVIEWS & APPROVES DEIS FOR DISTRIB
155 AREA ENGINEER DISTRIBUTES DRAFT EIS
156 MGR PUBLIC HEARINGS SITES APPROPRIATE FOR LOCATION PUBLIC HEARING
157 IET ASSTS AS REQUIRED
158 AREA ENG/DESIGN ENGINEERS PRESENT EIS AND PREPS HEARING COMMENTS
159 IET REVIEWS & PREPS HEARING COMMENTS
160 AREA ENGINEER RECOMMENDS PREFERRED LOCATION
161 AEO REVIEWS LOCATION RECOM CONFERS W/ DIR HWY COMMISSION
162 DIR APPROVES LOCATION HEARING NOT REQUIRED
163 IET ASSTS AS REQUIRED
164 HOLDING PREPS FEIS & DIST W/IN HWY DEPT
165 IET ASSTS AS REQ
166 CHIEF PRECONSTR REVIEWS FINAL EIS
167 IMPACT IDENTIFICATION GROUP REVIEWS FINAL EIS
EXTERNAL: AS REQUIRED BY ARM'S PART 7.7 AND 7.8 COPIES TO DIVISION ENGINEER, FHWA
INTERNAL: PUBLIC HEARINGS UNIT ENVIRONMENTAL & PROGRAMING UNIT RW/LAND CONSTRUCTION SECTION RIGHT OF WAY BUREAU LOCATION & ROAD DESIGN SECTION PROJ'S FILE
NON MAJOR ACTION/ CATEGORICAL EXCLUSION
172 IET INPUT
173 AREA ENGINEER PREPARES DRAFT FONSI
174 AREA ENGINEER CIRCULATES DRAFT FONSI FOR COMMENT
175 CHIEF PRECONSTR TAKES DRAFT FONSI TO GROUP FOR COMMENT
176 IMPACT IDENTIFICATION GROUP REVIEWS COMMENTS
177 AREA ENGINEER REVISES DRAFT FONSI AS COMMENTS WARRANT
178 IET REVIEWS & APPROVES DRAFT FONSI
179 AEO REVIEWS & APPROVES DRAFT FONSI & DISTRIBUTES
180 AREA ENGINEER DISTRIBUTES DRAFT FONSI
181 MAY HOLD PUBLIC HEARING GIVE OPPORTUNITY FOR PUBLIC'S PUBLIC HEARING
182 IET ASSTS AS REQUIRED
183 AREA ENGINEER REVIEWS DRAFT FONSI & PREPS FINAL FONSI INCLUDING COMMENTS
184 AREA ENGINEER RECOMMENDS PREFERRED LOCATION
185 ADM ENG ON REVIEWS FEIS LOCATION RECOMMENDATION
186 DIR APPROVES LOCATION HEARING NOT REQUIRED
187 IET ASSTS AS REQUIRED
188 AREA ENGINEER PREPARES FINAL FONSI
189 CHIEF PRECONSTR REVIEWS FINAL FONSI
* FOR SIMPLER PROJECTS A COMBINATION LOCATION/DESIGN ACTION MAY BE USED
SAFETY/3R PROCESS
LOCATION STUDIES STAGE

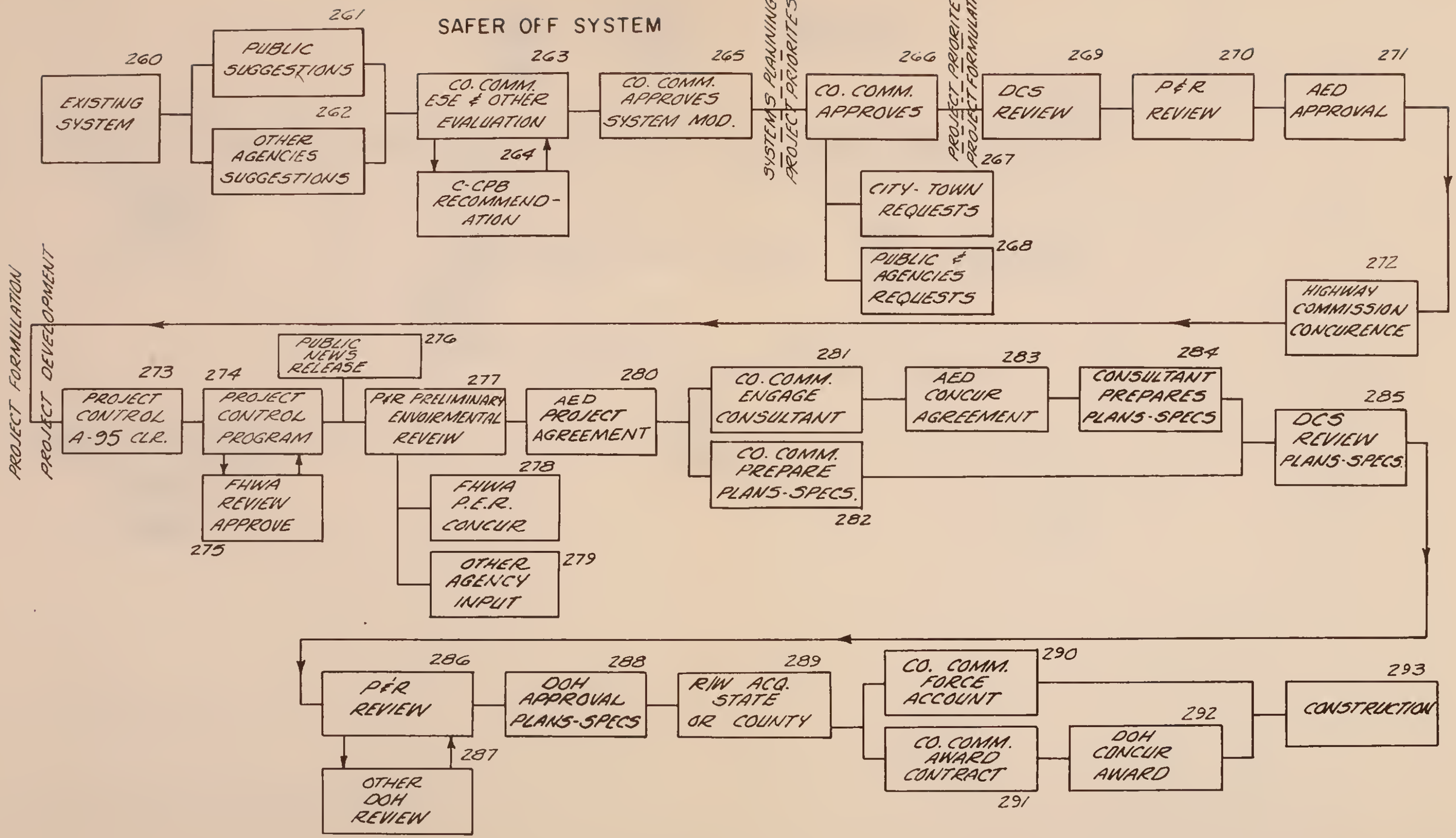
ABBREVIATIONS

AEO	ADMINISTRATOR ENGINEERING DIVISION
DIR	DIRECTOR OF HIGHWAY
DOH	DEPARTMENT OF HIGHWAY
EIS	ENVIRONMENTAL IMPACT STATEMENT
ESE	ECONOMIC, SOCIAL, ENVIRONMENTAL
FEIS	FINAL ENVIRONMENTAL IMPACT STATEMENT
FHWA	FEDERAL HIGHWAY ADMINISTRATION
HWY	HIGHWAY
IET	IMPACT EVALUATION TEAM
IIG	IMPACT IDENTIFICATION GROUP
MGR	MANAGER
PCC	POLICY COORDINATING COMMITTEE
PCU	PROJECT CONTROL UNIT
PPIH	PRELIMINARY PLAN-IN-HAND
P & R	PLANNING AND RESEARCH
PS & E	PLANS SPECIFICATIONS AND ESTIMATES
TAC	TECHNICAL ADVISORY COMMITTEE
TIP	TRANSPORTATION IMPROVEMENT PROGRAM
TSM	TRANSPORTATION SYSTEMS MANAGEMENT



DESIGN STAGE

SAFER OFF SYSTEM



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